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ABSTRACT

Utilizing U.S. Census and other government data, the characteristics of rural areas with noncommuting populations were identified in terms of: (1) Population Trends (1970 regional population distribution, 1960-70 population change, 1970 age distribution of U.S. population, 1960-70 growth and decline of towns); (2) Income and Employment (1959-67 per capita income, narrowing the gap, differences in per capita income by geographic divisions, per capita personal income by geographic divisions, and 1959-69 nonfarm employment growth by geographic divisions); (3) Housing (status of occupied housing units, tenure differences, and regional comparisons); and (4) Government Services: State and Local Government Expenditures and Revenue and Distribution of Federal Program Funds. Urban counties were identified as those having a population of 25,000 or 10,000 nonfarm jobs as of 1970, commuter counties as those with a 10 percent commuting population, and the remaining counties (12 percent) as noncommuter counties. Findings indicated: (1) the most pressing needs of noncommuter areas were more adequate income, better housing, and acceptable public services; (2) local governments were increasingly depending upon State and Federal assistance; and (3) Federal programs were not proportionately reaching noncommuter counties, particularly in education, training, housing, and welfare. (JC)

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COMMITTEE PRINT

# CHARACTERISTICS OF U.S. RURAL AREAS WITH NONCOMMUTING POPULATION

PREPARED BY

ECONOMIC DEVELOPMENT DIVISION
ECONOMIC RESEARCH SERVICE
U.S. DEPARTMENT OF AGRICULTURE

FOR THE

COMMITTEE ON AGRICULTURE AND FORESTRY
UNITED STATES SENATE

JUNE 30, 1972

Printed for the use of the Committee on Agriculture and Forestry

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## THE MOST RURAL OF THE NATION'S RURAL AREAS

This publication is about conditions in the Nation's most rural counties.

Prepared by the Economic Research Service, U.S. Department of Agriculture, it is based upon scientific analysis and synthesis of heretofore unpublished data from a variety of sources. It makes available a wealth of information to the general public for the first time. We wish to acknowledge contributions to this report by Helen W. Johnson, Calvin L. Beale, Clark Edwards, Ronald Bird, Jerome Stam, and Fred Hines of the Economic Development Division staff.

More than half of the Nation's counties are far removed from the jobs and other economic and cultural benefits usually available in our larger cities. This committee print describes these counties and the problems and circumstances of their people and local institutions.

Twenty-four million Americans (12 percent of the national population) live, work, and play in these most rural counties. The per person incomes of the residents of these counties is only about two-thirds of that of the 806 nonrural and 572 rural commuter counties.

Between 1960 and 1970, the nearly 2,000 most rural counties experienced a net outmigration of 10 percent. The nonrural counties gained population from net inmigration.

While workers living in the rural commuting counties often have jobs in nearby urban employment centers, less than 10 percent of the workers in these 1,718 most rural counties are able to commute to city jobs. They have no nearby growth centers to depend upon.

These are the counties where rural industrialization is most urgent. Yet these most rural counties are less able to provide the public facilities and services required to attract industry.

Although these most rural counties are already taxing themselves nearly an eighth more heavily in relation to their income than other counties, expenditures for essential activities of local government are only four-fifths as much as in nonrural counties.

The incidence of poverty in these most rural counties is more than double that in the nonrural counties; with 12 percent of the Nation's population, they have 24 percent of the Nation's poverty. Yet only 2.1 percent of Federal outlays for basic adult education, 5.5 percent of health services, and 17 percent of Federal elementary and secondary education appropriations go to these counties.

The disparity against our most rural counties should be righted.

The recently passed Rural Development Act of 1972 is the most significant legislative action in history to help close the gap.

The information set forth in this committee print should provide helpful guidance for implementation of the new Rural Development Act. It will also provide insight into additional steps that may be needed.

HERMAN E. TALMADGE,
*Chairman.*

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*June 6, 1972.*

To: Hon. HERMAN TALMADGE,
*Chairman, Senate Committee on Agriculture and Forestry.*
From: Senior Specialist, Division.
Subject: Characteristics of U.S. Rural Areas with Noncommuting Population.

Some months ago I discussed with several members of the economic development staff of the Economic Research Service, the possibility of a special study of the extent of, and characteristics of U.S. rural areas with noncommuting population.

They were enthusiastic about undertaking such a study and I suggested that if a good report on this important subject were prepared it would be an excellent supplement to the committee prints on rural development which your committee has issued over the past few months.

They now have completed a draft which I believe merits serious consideration for publication as a committee print. It provides information not available elsewhere on the extent of and characteristics of rural areas beyond commuting range to urban employment centers.

WALTER W. WILCOX,
*Senior Specialist in Agriculture.*

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## CHARACTERISTICS OF U.S. RURAL AREAS WITH NONCOMMUTING POPULATION

### Major Findings

On the basis of information collected for this study, we would conclude the following:

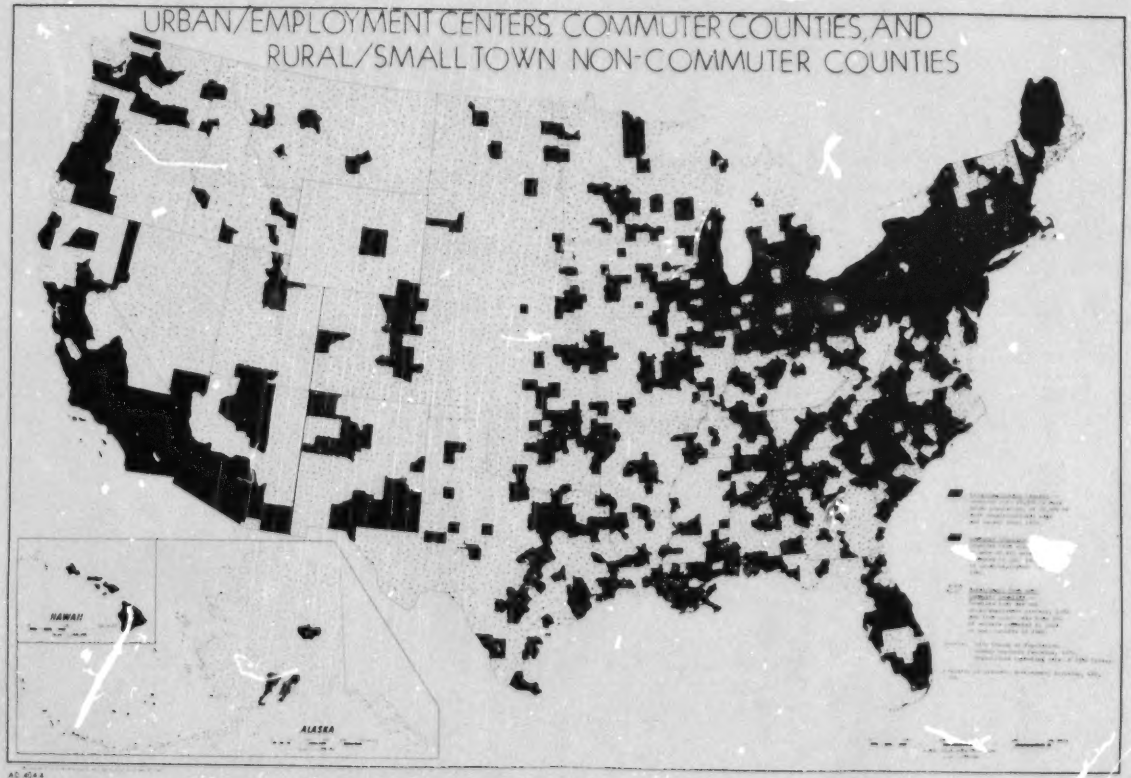
Commuting to work in urban employment centers is not a feasible option in a great many areas and for a relatively large number of people. The share of total population living beyond the commuting field as defined here (12 percent) is substantially larger than some earlier estimates suggested.

The pressing needs of the people in these noncommuter areas are for more adequate income, better housing, and acceptable public services.

The local governments within many of these areas depend increasingly on State and Federal assistance as local tax bases decline. While new governmental institutions are being tried in some places, they are largely experimental.

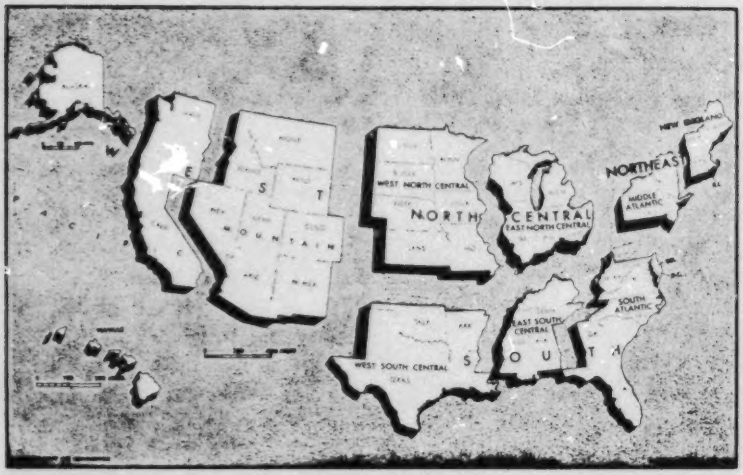
Federal programs that invest in people are not reaching noncommuter counties in proportion to their share of the total need. This is particularly true for programs in the fields of education and training, housing, and welfare.

(1)




(Note.—For description of counties, see pages 3 and 4.)

REGIONS AND GEOGRAPHIC DIVISIONS OF THE UNITED STATES




## Introduction

This report was prepared at the request of Dr. Walter W. Wilcox, Senior Specialist in Agriculture, Congressional Research Service, Library of Congress, for the Committee on Agriculture and Forestry. Its purpose is to identify and describe those parts of the Nation that lie beyond the effective commuting field of urban employment centers. For policy purposes, the conventional rural-urban distinction is of limited value. Some rural areas fall within the orbit of nearby urban centers and can therefore expect these centers to have a significant effect upon the nature of their future development. There are other rural areas, however, that lie beyond the immediate influence of such centers. For the people living in these areas, jobs in the urban employment centers are beyond their reach. The purpose of this study is to promote a better understanding of these areas—where they are, their social and economic characteristics, and their prospects for the future.

### METHODOLOGY

The question of access to urban jobs is more complicated than it might at first appear. With high-speed, limited-access freeways, and express buses and trains, commuting over comparatively long distances is now physically possible. For analytical purposes, it is frequently assumed that residents living within 50 miles of a plant or an employment center compete on an even basis for jobs. Other studies have used criteria that have the effect of identifying large commuting zones around major urban centers.

Yet, there is also evidence that there is a limit to the commuters' tolerance that does not always correspond closely with the criteria used in these studies. Instead of an arbitrary distance factor, this study identifies commuting areas on the basis of actual commuting patterns. The urban employment centers are defined as those counties

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with 25,000 or more urban population or 10,000 or more nonfarm wage and salary jobs as of 1970, and will be referred to in this report as urban counties. Other counties, those from which 10 percent or more of all workers commuted to jobs located within the urban employment centers in 1960, are labeled commuter counties. The remaining areas, once these two types are identified, are counties beyond the observed commuting fields. The latter counties, which are the principal focus of the analysis that follows, are referred to as noncommuter counties. The map on page 2 shows the distribution of all three types of counties.

### AREAS IDENTIFIED

On the basis of these criteria, more than half of all counties (1,718) fell in the noncommuter category. More than one-fourth of the total (806) were urban counties, and less than one-fifth (572) were commuter counties. As can be seen from the map, the noncommuter counties are concentrated in the central portion of the continental United States and in many parts of the West and South. In contrast, the Eastern industrial belt is comprised largely of urban and commuter counties. Pennsylvania, for example, has only one noncommuter county; Massachusetts only two, New York three, and Ohio only six. In these regions, the movement of workers across county lines to nearby employment centers is commonplace. Commuting is also widespread in parts of the Midwest, and in the South Atlantic region, which accounts for a larger share of the total number of commuter counties than any other single region.

In contrast, there is very little commuting in most parts of the Great Plains and the mountain regions. For example, there is not a single commuter county in the States of North Dakota, Montana, Wyoming, Nevada, and Arizona. South Dakota has only two and Nebraska but three. Given the significance that is often attached to the creation of employment opportunities in growth centers to which workers in surrounding areas can commute, this is an important finding. On the basis of past commuting patterns, it suggests that many people living in sparsely populated regions will not benefit directly from employment opportunities created in these employment centers unless commuting becomes easier or more widely acceptable.

Given the construction of new highway systems within the past decade, the incidence of commuting has no doubt increased since these data were gathered in 1960. However, the criterion by which commuter counties were identified was purposely set low (10 percent) to compensate for this change. When 1970 census data on commuting become available, it will be possible to examine the extent to which these patterns have changed over the decade.

### CHARACTERISTICS OF THE AREAS

In 1970, the population of the United States was just over 203 million. About 82 percent of the population lived in 800 urban (employment center) counties, and another 6 percent lived in 570 commuter counties. The remaining 1,700 counties had little or no work-commuting linkage with the urban employment centers and were classified in this study as noncommuter counties. Their population in 1970 was 24 million, 12 percent of the U.S. total.

Through time, the noncommuter areas have been losing population through outmigration. During the decade of the 1960's, the population of these areas fell by 1.2 percent. Over the same period, they experienced a net outmigration of 10 percent. In contrast, the urban counties gained population rapidly, mostly from internal growth but partly through immigration, while the commuter counties had a somewhat slower rate of population growth.

The impact of heavy outmigration from noncommuter counties can be seen in the age distribution of such areas as the Great Plains. In these States, there is a comparative shortage of young adults due to insufficient employment opportunities. At the same time, the relatively higher average childbearing among young adults precludes a shortage of young children. It is also in the Great Plains States that the percentage of people 65 years old or over is higher than in the United States as a whole.

The noncommuter counties tend to have small populations. Only 15 percent of them had more than 25,000 population, and 17 percent had fewer than 5,000 people in the entire county. Most of the counties (67.7 percent) had between 5,000 and 25,000 people. And these are counties with very small towns. Only about one in 10 of the noncommuter counties had a town as large as 10,000 population. The remaining counties were divided equally between those with a principal town of less than 2,500 and those with towns ranging from 2,500 to 10,000 persons. (App. table 6.)

In the noncommuting areas, a slightly greater share (51.5 percent) of all towns lost population between 1960 and 1970 than gained. A comparatively small share (19.5 percent) grew rapidly during this period; that is, grew at 15 percent or more compared with a national average rate of growth of 13.3 percent. Furthermore, the smaller the town, the greater the incidence of population decline. And since nearly half of all towns in the noncommuter areas have populations of less than 500, the decline of the small town will remain a major problem. (Table 6, p. 19.)

Among urban-commuter counties, the major sources of earnings in 1967 were manufacturing, wholesale and retail trade, and services. For the noncommuter counties, farming represented the most important source of earnings, followed closely by manufacturing, trade, and State and local government.

The rate of nonfarm employment growth between 1959 and 1969 was about 3 percent per year for both urban-commuter and noncommuter counties. The slowest rate of growth was in the Middle Atlantic States, at about 2 percent annually. Among urban-commuter counties, the highest rate (4.2 percent) was in the Mountain States, but six of the nine geographic divisions had growth rates above the national average. The East South Central States showed the greatest growth (4.3 percent) for noncommuter counties. The Mountain States, with a rate of 3.3 percent, contained the only other group of noncommuter counties that was above the national average. (Table 11, p. 29.)

From the standpoint of individual wealth, the noncommuter counties are significantly poorer than the urban counties. The median per capita income level in the noncommuter counties is only about two-thirds that of the combined urban-commuter counties. The incidence of poverty in the noncommuter counties is more than double that of the urban counties, with four of every 10 persons

living in poverty in 1960. Although more recent estimates would suggest that the national incidence of poverty has declined over the past decade, they would likewise suggest that the rural-urban differential in incidence has remained approximately the same. There is also evidence that the income gap between these types of areas is narrowing in a relative sense, but that the dollar magnitude is not being reduced.

The noncommuter counties account for only 12 percent of the total number of occupied housing units in the Nation, but they have 21 percent of the total number of crowded or inadequate housing units. (Table 12, p. 31.) While the incidence of inadequate housing within the noncommuter areas is high in all areas, it is especially high in the East South Central States where over one-third of all housing is either crowded or lacks complete plumbing. It is noteworthy that the nature of the deficiency in housing differs substantially between the urban and noncommuter counties. Most of the inadequate housing in the latter areas is so designated because it lacks complete plumbing; in the urban counties, such designation more often stems from overcrowding.

The expenditures of local governments in noncommuter counties differ in both level and mix from those governments within the other types of areas. Overall, local governments in noncommuter counties spend only about 83 percent as much per capita as do all local governments nationwide. They spend nearly as much for education and health and hospitals, substantially more for roads and highways, and significantly less for welfare, sanitation, and police and fire protection, when figured on a per capita basis. But despite the lower dollar levels, when these expenditures are compared with the income resources of the people living within these jurisdictions, it becomes evident that they are expending a greater relative effort than are either of the other types of areas. To illustrate, the ratio of revenue from own sources to personal income in the noncommuter counties was $66 per $1,000 income compared with $61 per $1,000 for urban counties and only $57 per $1,000 for commuter counties. (App. table 15).

A review of the outlays of 242 major Federal programs, accounting for 74.7 percent of Federal outlays for fiscal year 1970, showed that noncommuter counties received about the same share of funds as their population is of the total U.S. population. However, there are substantial differences in the mix of programs reaching these areas compared with that in urban and commuter counties. Not surprisingly, the noncommuter county outlays are dominated by agricultural and natural resource programs, which account for more than one quarter of the total. In the human resource and community development fields, the noncommuter counties have a slight edge in per capita outlays, although there is great variation among individual programs. The urban counties more than compensated for their small agricultural outlays with large defense payrolls and defense contracts, for which the per capita figure for noncommuter counties is only about one quarter that of the urban counties.

Interestingly, the commuter counties receive substantially lower benefits in all major program areas. Overall, their per capita outlay figure is only 63 percent of that for the total United States. Although these areas are often close enough to employment centers that they can derive some of the program benefits accruing to the centers, the magnitude of this gap would seem to merit closer scrutiny.

Beyond simple per capita comparisons, it is necessary to measure the outlays of particular programs against their target populations to gauge their performance more accurately. For example, while the noncommuter counties account for only 12 percent of the population, their share of the poverty population is double that figure—24 percent. When this latter portion is compared with the share of funds going to noncommuter counties for such programs as elementary and secondary education (17 percent), adult basic education (2.1 percent), health services (5.5 percent), and welfare (15.2 percent), it can be seen that these areas are not sharing equitably in the distribution of outlays for particular programs. This is especially true in the human resource field, although similar disparities were found among community development programs. (Appendix table 17.)

The remainder of this report provides a more complete description of noncommuter areas compared with those designated as urban-commuter. The information is presented under the following headings: Population Trends, Income and Employment, Housing, and Government Services. A statistical appendix contains additional tabular material.

## CHARACTERISTICS OF U.S. RURAL AREAS WITH NONCOMMUTING POPULATION

### I. Population Trends

The 1970 population of the United States was just above 203 million. Some 24 million people, or 12 percent of the U.S. total, lived in 1,718 rural counties, which were beyond the commuting field of urban employment centers as defined in this study. (Table 1.)

The urban-commuter counties contained 179 million people in 1970, or 88 percent of the population of the United States. Within the urban-commuter category, the 806 urban employment-center counties had a population of 167 million, and the 572 commuter counties had 12 million—only half as many as the noncommuter counties. (Appendix table 1.)

The noncommuter counties represented 30 percent of the total rural population of 54 million in 1970 and only 5 percent of the urban population. In 1960, the proportions were 32 percent of the rural population and 6 percent of the urban. (Appendix table 2.)

TABLE 1.—U.S. POPULATION, BY RESIDENCE AND COUNTY DESIGNATION[1], 1970

[In millions]

| Residence | United States | County designation | |
|---|---|---|---|
| | | Urban commuter | Noncommuter |
| United States: | | | |
| Number | 203.2 | 178.9 | 24.2 |
| Percent | 100.0 | 88.0 | 12.0 |
| Urban: | | | |
| Number | 149.2 | 141.3 | 7.8 |
| Percent | 100.0 | 94.7 | 5.2 |
| Rural: | | | |
| Number | 54.0 | 37.6 | 16.3 |
| Percent | 100.0 | 69.6 | 30.2 |
| Number of counties | 3,096 | 1,378 | 1,718 |

[1] Urban commuter: Urban-employment centers which had 25,000 or more urban population or 10,000 or more nonagricultural wage and salary jobs in 1970, and counties in which 10 percent or more of all workers commuted in 1960 to such urban employment centers; noncommuter: counties which were not urban employment centers in 1970 and in which less than 10 percent of the working population commuted across county lines to such centers in 1960.

Source: U.S. Census of Population, 1970 and 1960.

## Regional Population Distribution, 1970

Regionally, nearly half of the population in noncommuter counties, or 11.6 million people, lived in the South in 1970. About three-eighths, or 8.7 million people, were located in the North Central States, 3.4 million in the West, and only 459,000 in the Northeast. (Table 2.)

Interestingly enough, the largest concentration of population in the urban-commuter counties was also in the South, accounting for 51.2 million people. Close behind were the Northeast with 48.6 million and the North-Central region with 47.9 million population. The West had 31.4 million people in urban-commuter counties, four-fifths of them in the Pacific Division.

(10)

TABLE 2.—POPULATION, BY GEOGRAPHIC AREA AND COUNTY DESIGNATION, 1970

| Geographic area [1] | County designation | | |
|---|---|---|---|
| | Urban commuter | Non-commuter | Total |
| Northeast | 48,581,333 | 459,370 | 49,040,703 |
| New England | 11,472,665 | 368,998 | 11,841,663 |
| Middle Atlantic | 37,108,668 | 90,372 | 37,199,040 |
| North-central | 47,890,026 | 8,681,637 | 56,571,663 |
| East north-central | 37,331,350 | 2,921,126 | 40,252,476 |
| West north-central | 10,558,676 | 5,760,511 | 16,319,187 |
| South | 51,192,158 | 11,603,209 | 62,795,367 |
| South Atlantic | 26,772,418 | 3,898,919 | 30,671,337 |
| East south-central | 9,274,809 | 3,528,661 | 12,803,470 |
| West south-central | 15,144,931 | 4,172,629 | 19,320,560 |
| West | 31,359,303 | 3,444,890 | 34,804,193 |
| Mountain | 6,230,456 | 2,051,106 | 8,281,562 |
| Pacific | 25,128,847 | 1,393,784 | 26,522,631 |
| United States | 179,022,820 | 24,189,106 | 203,211,926 |

[1] States included in each geographic division are: New England—Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, Connecticut; Middle Atlantic—New York, New Jersey, Pennsylvania; East north-central—Ohio, Indiana, Illinois, Michigan, Wisconsin; West north-central—Minnesota, Iowa, Missouri, North Dakota, South Dakota, Nebraska, Kansas; South Atlantic—Delaware, Maryland, Virginia, District of Columbia, West Virginia, North Carolina, South Carolina, Georgia, Florida; East south-central—Kentucky, Tennessee, Alabama, Mississippi, Arkansas, Louisiana, Oklahoma, Texas; Mountain—Montana, Idaho, Wyoming, Colorado, New Mexico, Arizona, Utah, Nevada; Pacific—Washington, Oregon, California, Alaska, Hawaii.

Source: U.S. Census of Population, 1970.

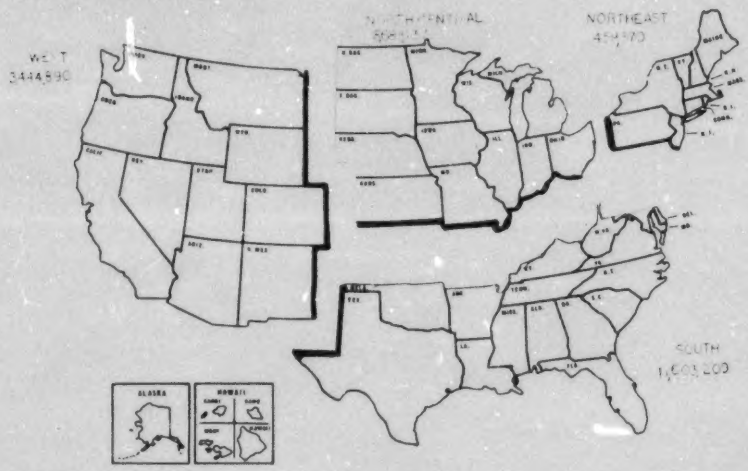


FIGURE 1



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## Population Change, 1960–70

The U.S. population increased 13 percent between 1960 and 1970, while the noncommuter counties lost population by about 1 percent. Urban-commuter counties, however, exceeded the national average with an increase of 16 percent. (Table 3.)

Major gains in total population growth were in the West, where the Pacific Division increased by 25 percent, and the Mountain States by 21 percent. Noncommuter counties also registered gains in the West, as well as in the New England and East North Central States. In all other geographic divisions, however, these counties lost population between 1960 and 1970.

Urban-commuter counties had large population increases in the West, as high as 28 percent in the Mountain States and 26 percent in the Pacific Division. All other geographic divisions had substantial gains, ranging from 9 to 22 percent.

(12)

TABLE 3.—POPULATION CHANGE, 1960-70, BY GEOGRAPHIC DIVISION AND COUNTY DESIGNATION

| Geographic division | Total | | County designation | | | |
|---|---|---|---|---|---|---|
| | | | Urban commuter | | Noncommuter | |
| | Number | Percent | Number | Percent | Number | Percent |
| New England | 1,332,296 | 12.7 | 1,315,306 | 12.9 | 16,990 | 4.8 |
| Middle Atlantic | 2,984,361 | 8.7 | 2,985,884 | 8.8 | −1,523 | −1.7 |
| East north-central | 4,019,765 | 11.1 | 3,952,622 | 11.8 | 67,143 | 2.4 |
| West north-central | 925,072 | 6.0 | 1,201,350 | 12.8 | −276,278 | −4.6 |
| South Atlantic | 4,699,605 | 18.1 | 4,741,890 | 21.5 | −42,285 | −1.1 |
| East south-central | 753,218 | 6.3 | 859,897 | 10.2 | −106,679 | −2.9 |
| West south-central | 2,369,305 | 14.0 | 2,454,564 | 19.3 | −85,259 | −2.0 |
| Mountain | 1,414,306 | 20.6 | 1,346,657 | 27.6 | 67,649 | 3.4 |
| Pacific | 5,114,583 | 25.1 | 5,034,298 | 26.1 | 80,285 | 7.6 |
| United States | 23,612,498 | 13.3 | 23,892,426 | 15.5 | −279,957 | −1.2 |

Source: U.S. Census of Population, 1970 and 1960.

## Net Migration, 1960–70

During the 1960–70 decade, the noncommuter counties lost 10 percent of their population through outmigration, or about 2.4 million people. All geographic divisions had some net outmigration, but the heaviest losses occurred in the West North Central Division, the South Atlantic States, and the South Central Divisions, both East and West, ranging from about 11 to nearly 14 percent of their 1960 population. (Table 4).

Urban-commuter counties, on the other hand, had a net inmigration rate of 3.5 percent, or a gain of 5.4 million people. While the East North Central and East South Central States had small percentage losses through outmigration, the highest rates of gain through inmigration were in the Mountain and Pacific States (10.2 and 13.1 percent) and in the South Atlantic States (8.2 percent).

TABLE 4.—NET MIGRATION, 1960-70, BY GEOGRAPHIC DIVISION AND COUNTY DESIGNATION

| Geographic division | Total | | County designation | | | |
|---|---|---|---|---|---|---|
| | | | Urban commuter | | Noncommuter | |
| | Number | Percent | Number | Percent | Number | Percent |
| New England | 310,078 | 3.0 | 315,871 | 3.1 | −5,791 | −1.6 |
| Middle Atlantic | 8,778 | 0 | 17,632 | .1 | −8,852 | −9.6 |
| East North Central | −152,756 | −.4 | −37,601 | −.1 | −115,153 | −4.0 |
| West North Central | −603,956 | −3.9 | 47,063 | .5 | −651,019 | −10.8 |
| South Atlantic | 1,345,483 | 5.2 | 1,817,300 | 8.2 | −471,819 | −12.0 |
| East South Central | −698,932 | −5.8 | −209,721 | −2.5 | −439,210 | −13.5 |
| West South Central | −43,719 | −.3 | 435,683 | 3.4 | −479,402 | −11.3 |
| Mountain | 305,215 | 4.5 | 497,961 | 10.2 | −192,745 | −9.8 |
| Pacific | 2,520,758 | 12.4 | 2,527,545 | 13.1 | −6,787 | −.6 |
| United States | 2,990,999 | 1.7 | 5,411,744 | 3.5 | −2,420,770 | −10.0 |

Source: U.S. Census of Population, 1970 and 1960.

## Age Distribution of the U.S. Population, 1970

About one-tenth of the U.S. population is under 6 years of age and another 10 percent is 65 years old or over. One-fourth of the population is of school age (6–17). Something over one-half of the total population (about 55 percent) is of labor-force age (18 to 64 years old). (Table 5.)

The noncommuter counties have about the same age distribution as the Nation as a whole, except that the proportion of persons 18 to 34 years of age is lower (one-fifth instead of one-fourth), and the percentage of those 65 years and over is 13 percent in the noncommuter counties compared with 10 percent for the United States.

The comparative shortage of young adults in the noncommuter counties reflects the outmigration that takes place from them, which is associated with the deficiency of job opportunities.The somewhat higher than average childbearing of the young adults who stay in these communities prevents the occurrence of a relative shortage of young children.

The age structure of population in the noncommuter counties is most deviant in the West Central States, both North and South. It is in these States, which include most of the Great Plains, that outmigration has been heaviest in recent decades and most confined to young adults. Here, people aged 65 and over often comprise 15 percent of the total population, in contrast to 10 percent in the United States as a whole. This proportion will increase unless the heavy outmovement of the young is slowed.

Among the urban and commuter counties, the age distribution resembles very closely the pattern for the United States as a whole. (Appendix table 5.)

TABLE 5.—AGE DISTRIBUTION OF THE U.S. POPULATION, BY GEOGRAPHIC DIVISION, TOTAL AND NONCOMMUTER COUNTIES, 1970

| Geographic division | Total population | | Percent | | | | |
|---|---|---|---|---|---|---|---|
| | Number | Percent | Under 6 | 6 to 17 | 18 to 34 | 35 to 64 | 65 and over |
| New England: | | | | | | | |
| Total | 11,841,663 | 100 | 10.2 | 23.1 | 23.4 | 32.5 | 10.7 |
| Noncommuter counties | 368,998 | 100 | 10.2 | 24.1 | 20.7 | 31.9 | 13.0 |
| Middle Atlantic: | | | | | | | |
| Total | 37,199,040 | 100 | 9.9 | 22.6 | 22.6 | 34.4 | 10.6 |
| Noncommuter counties | 90,372 | 100 | 10.9 | 25.9 | 19.6 | 31.7 | 12.0 |
| East North Central: | | | | | | | |
| Total | 40,252,476 | 100 | 10.6 | 24.7 | 23.6 | 31.7 | 9.5 |
| Noncommuter counties | 2,921,126 | 100 | 9.8 | 24.6 | 20.3 | 31.9 | 13.4 |
| West North Central: | | | | | | | |
| Total | 16,319,187 | 100 | 10.0 | 24.5 | 22.9 | 30.9 | 11.7 |
| Noncommuter counties | 5,760,511 | 100 | 9.2 | 24.6 | 19.0 | 32.3 | 14.9 |
| South Atlantic: | | | | | | | |
| Total | 30,671,337 | 100 | 10.3 | 23.8 | 24.8 | 31.5 | 9.6 |
| Noncommuter counties | 3,898,919 | 100 | 10.5 | 25.3 | 21.6 | 31.7 | 10.9 |
| East South Central: | | | | | | | |
| Total | 12,803,470 | 100 | 10.6 | 24.7 | 23.8 | 30.9 | 9.9 |
| Noncommuter counties | 3,528,661 | 100 | 10.6 | 25.0 | 21.6 | 30.8 | 11.9 |
| West South Central: | | | | | | | |
| Total | 19,320,560 | 100 | 10.8 | 24.8 | 24.3 | 30.6 | 9.5 |
| Noncommuter counties | 4,175,629 | 100 | 9.7 | 24.1 | 20.0 | 32.3 | 13.8 |
| Mountain: | | | | | | | |
| Total | 8,281,562 | 100 | 11.0 | 25.9 | 24.8 | 29.9 | 8.4 |
| Noncommuter counties | 2,051,106 | 100 | 10.8 | 27.0 | 21.5 | 30.9 | 9.8 |
| Pacific: | | | | | | | |
| Total | 26,522,631 | 100 | 10.1 | 23.4 | 25.6 | 31.9 | 9.1 |
| Noncommuter counties | 1,279,563 | 100 | 9.5 | 24.7 | 21.6 | 33.2 | 11.0 |
| United States: | | | | | | | |
| Total | 203,211,926 | 100 | 10.3 | 24.0 | 23.9 | 31.9 | 9.9 |
| Noncommuter counties | 24,189,106 | 100 | 9.9 | 24.9 | 20.5 | 31.9 | 12.8 |

Source: U.S. Census of Population, 1970.

## Growth or Decline of Towns, 1960–70

There are about 7,500 incorporated places in the noncommuter counties. Nearly half had less than 500 population in 1960. The largest two percent had more than 10,000 population each, but under the criteria for identifying these counties, none had 25,000 population.

During the 1960–70 decade, a little more than half of all towns in the noncommuter counties experienced some decline in population. However, a look at the percentage declining, by size of town, reveals that this condition occurred predominantly among towns of less than 500 population, fully three-fifths of which declined. Among all larger size-classes, more towns increased than declined. Increasing population was most likely to occur among towns of 2,500–9,999 population, where more than three-fifths increased. Most increases in town populations among noncommuter counties were of moderate proportions—less than 15 percent growth. (Table 6.)

In contrast, of all incorporated places in the urban-commuter counties, 29 percent declined in population—about three-fifths the incidence of decline in noncommuter counties. Further, among all sizes of places in the urban-commuter counties, the increase in population was more likely to be more than 15 percent rather than below this rate.

In sum, it is clear that communities of all sizes in the noncommuter counties have been more prone to a state of population decline or of only modest population growth than have towns in the rest of the country. On the other hand, it is important to note that any characterization of the noncommuter counties' places as "dying" is an oversimplification. Only among those of less than 500 people—the very small towns—has decline been more common than gain. The majority of larger towns in these counties have shown some growth, and about a fifth of them grew by more than 15 percent, thus demonstrating some demographic vitality and a presumed ability to serve as nodes for future economic and social activity in the area.

TABLE 6.—GROWTH OR DECLINE IN POPULATION OF TOWNS, BY SIZE, AMONG URBAN-COMMUTER AND NONCOMMUTER COUNTIES, 1960–70

| County designation and town size[1] | Number of towns | Percent of towns declining, 1960–70 | Percent of towns growing, 1960–70, by | |
|---|---|---|---|---|
| | | | Less than 15 percent | 15 percent or more |
| Urban-commuter counties: All places | 10,289 | 29.3 | 31.1 | 39.6 |
| 10,000 or more population | 1,471 | 29.6 | 31.8 | 38.6 |
| 2,500 to 9,999 | 2,069 | 25.7 | 30.3 | 44.0 |
| 1,000 to 2,499 | 2,149 | 25.4 | 32.2 | 42.4 |
| 500 to 999 | 1,829 | 28.3 | 35.0 | 36.7 |
| Under 500 | 2,769 | 35.2 | 27.7 | 37.1 |
| Noncommuter counties: All places | 7,537 | 51.5 | 29.0 | 19.5 |
| 10,000 or more population | 175 | 42.9 | 37.1 | 20.0 |
| 2,500 to 9,999 | 963 | 38.7 | 38.3 | 22.9 |
| 1,000 to 2,499 | 1,339 | 42.7 | 37.3 | 20.0 |
| 500 to 999 | 1,398 | 47.9 | 32.5 | 19.7 |
| Under 500 | 3,662 | 59.9 | 21.8 | 18.3 |

[1] Town size as of 1960.

Source: U.S. Census of Population, 1970 and 1960.



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## II. Income and Employment

Since the data in this section of the report are based on source of earnings where earned, not on place of residence, urban counties represent the place of employment for workers who live in commuter counties. Throughout this report, data for these two types of counties have been combined and presented for urban-commuter counties as compared with noncommuter counties.

Since income and employment data from the 1970 Census of Population are not yet available on a county basis, the figures used in this section of the report are from other sources. Income trends cover the 1959–1967 period. The employment trends cover 1959 to 1969.

Data in this section do not include Alaska and Hawaii.

### Income Per Capita, 1959–67

Income per capita in the United States was rising about 5 percent per year during the period 1959 to 1967. The rise was faster in the noncommuter counties at 5.9 percent than in the urban-commuter counties where it was 4.8 percent. (Table 7.)

The rise in income per capita in the urban-commuter counties was propelled by steady gains in participation of the population in the workforce, and gains in productivity per worker. The faster rise in noncommuter counties was due to substantial advances both in participation of the population in the nonfarm workforce and to rising productivity per worker. Contributing to both these advances was a continued movement of workers from agriculture to nonfarm employment.

### Narrowing the Income Gap

The gain in per capita income was sufficiently faster in the noncommuter counties than the urban-commuter counties that total personal income in both groups rose at about the same pace, despite the loss of population from the noncommuter counties. Even so, the gain in income per capita in the noncommuter counties was not fast enough during 1959–67 to narrow the dollar gap between the two groups of counties. Income per capita in the urban-commuter counties rose to $3,278 in 1967 from $2,250 in 1959. During the same period, income per capita in the noncommuter counties rose to $2,219 from $1,399. Consequently, the dollar gap widened to $1,059 from $851. (Table 7.)

Adjusting for inflation, the 1959 gap was $975 in terms of 1967 dollars. Income per capita in the noncommuter counties would have to have gained at an annual rate of 6.4 percent per year, instead of the 5.9 percent observed, if the residents of the noncommuter areas were to keep the dollar gap from widening further. (Table 7.)

TABLE 7.—PER CAPITA INCOME CHANGE, 1959-67

| Item | Income per capita | | Annual percent change |
|---|---|---|---|
| | 1959 | 1967 | |
| Urban commuter counties | 2,250 | 3,278 | 4.8 |
| Noncommuter counties | 1,399 | 2,219 | 5.9 |
| U.S. average | 2,135 | 3,150 | 5.0 |
| Income gap in current dollars | 851 | 1,059 | ..... |
| Income gap in 1967 dollars | 975 | 1,059 | ..... |

Source: Unpublished estimates of personal income by counties, from Bureau of Economic Analysis, U.S. Department of Commerce

### Differences in Per Capita Income by Geographic Divisions

Even though growth in per capita income was faster in the noncommuter than in the urban-commuter counties during 1959–67, incomes continued to be lower in the noncommuter counties. Nor was the faster rate of growth sufficient to narrow the income gap between noncommuter county residents and the United States as a whole. Rather, the dollar gap between noncommuter county incomes and U.S. average incomes widened slightly during 1959–67 to $931 from $736. (Table 8.)

The rate of annual growth in income per capita was fastest for the noncommuter counties in the East South Central (7.1 percent) and the South Atlantic (6.8 percent) Divisions. These two groups ranked lowest in level of per capita income in 1959. The rates of gain during 1959–67 were not fast enough to raise the noncommuter counties in these two groups of States from ranking lowest in per capita income again in 1967. Nor were the rates fast enough to prevent the dollar gaps between average incomes in these noncommuter counties and the United States as a whole from widening during 1959–67.

A comparison of income gaps between the urban-commuter counties and the noncommuter counties within a geographic division reveals that this gap was largest in the Pacific and Middle Atlantic States where the general level of income was highest. The gap was narrowest in the Mountain and West South Central States where the general level of income was below the U.S. average.

Per capita income for the United States as a whole was $3,150 in 1967 (Table 7). It was higher ($3,278) in the urban-commuter counties and lower ($2,219) in the noncommuter counties.

Among the urban-commuter counties, income per capita was highest in both 1959 and 1967 in the Middle Atlantic, Pacific, East North Central, New England, and West North Central Divisions. Urban-commuter counties in these five groups of States enjoyed per capita incomes above the U.S. average of $3,150 in 1967. All other groups of urban-commuter counties, as well as all noncommuter counties in the nine geographic divisions, realized income per capita below the U.S. average. In both 1959 and 1967 the geographic divisions containing noncommuter counties with lowest per capita incomes were the East South Central, South Atlantic, and West South Central Divisions. (Table 8.)

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TABLE 8. PER CAPITA INCOME BY GEOGRAPHIC DIIVSIONS, 1959 AND 1967

PER CAPITA LEVELS OF INCOME

| Geographic divisions | Urban commuter counties | | | | Noncommuter counties | | | |
|---|---|---|---|---|---|---|---|---|
| | | | Annual change | | | | Annual change | |
| | 1959 | 1967 | Amount | Percent | 1959 | 1967 | Amount | Percent |
| New England | $2,323 | $3,412 | $136 | 4.9 | $1,576 | $2,456 | $110 | 5.7 |
| Middle Atlantic | 2,495 | 3,617 | 140 | 4.8 | 1,659 | 2,532 | 109 | 5.4 |
| East North Central | 2,370 | 3,488 | 135 | 4.8 | 1,517 | 2,395 | 110 | 5.8 |
| West North Central | 2,265 | 3,289 | 128 | 4.8 | 1,499 | 2,436 | 117 | 6.2 |
| South Atlantic | 1,870 | 2,857 | 123 | 5.4 | 1,134 | 1,919 | 98 | 6.8 |
| East South Central | 1,642 | 2,460 | 102 | 5.2 | 965 | 1,672 | 98 | 7.1 |
| West South Central | 1,874 | 2,758 | 110 | 4.9 | 1,432 | 2,172 | 92 | 5.3 |
| Mountain | 2,100 | 2,843 | 93 | 3.9 | 1,752 | 2,524 | 97 | 4.7 |
| Pacific | 2,547 | 3,598 | 129 | 4.4 | 2,122 | 2,941 | 102 | 4.2 |
| United States | 2,250 | 3,278 | 128 | 4.8 | 1,399 | 2,219 | 102 | 5.9 |

GAP FROM U.S. AVERAGE PER CAPITA LEVEL OF INCOME[1]

| | | | | | | |
|---|---|---|---|---|---|---|
| New England | $3 | $262 | ..... | −$739 | −$694 | ..... |
| Middle Atlantic | 180 | 467 | ..... | −656 | −618 | ..... |
| East North Central | 55 | 298 | ..... | −798 | −755 | ..... |
| West North Central | 50 | 139 | ..... | −816 | −714 | ..... |
| South Atlantic | −444 | −293 | ..... | −1,181 | −1,231 | ..... |
| East South Central | −673 | −690 | ..... | −1,350 | −1,478 | ..... |
| West South Central | −441 | −392 | ..... | −883 | −978 | ..... |
| Mountain | −215 | −307 | ..... | −563 | −626 | ..... |
| Pacific | 232 | 448 | ..... | −193 | −209 | ..... |
| United States | 115 | 128 | ..... | −736 | −931 | ..... |

[1] Gap calculated from U.S. average per capita incomes of $2,135 in 1959 and $3,150 in 1967.

Source: Unpublished estimates of perso income by counties, from Bureau of Economic Analysis, U.S. Department of Commerce.

### Per Capita Personal Income, by Geographic Divisions

Most of the per capita personal income accruing to noncommuter counties (58 percent), is in the West North Central, West South Central, and South Atlantic States. On the other hand, most of the income among urban-commuter counties (60 percent) is concentrated in the Middle Atlantic, East North Central, and Pacific Divisions. The three areas with the lowest levels of income and general business activity in both classes of counties are the New England, Mountain, and East South Central States. (Table 9.)

The gain in income from 1959 to 1967 was slightly faster in the urban-commuter counties (nearly 8 percent per year) than in the noncommuter counties (slightly more than 7 percent). The level of income rose faster (nearly 10 percent) in the urban-commuter counties of the South Atlantic States than the U.S. average for this group of counties. The slowest rate of growth in income (about 6 percent) among both classes of counties was in the noncommuter counties of the Pacific Division.

Comparison of growth in total income between groups of counties within a geographic division shows a consistent tendency for income in the urban-commuter counties of each division to grow about as fast as, and usually faster than, in the noncommuter counties.

TABLE 9.—PERSONAL INCOME, BY GEOGRAPHIC DIVISIONS

| Geographic division | Urban-commuter counties | | | | Noncommuter counties | | | |
|---|---|---|---|---|---|---|---|---|
| | Amount, 1959 | Amount, 1967 | Percent distribution, 1967 | Annual change, 1959–67 (percent) | Amount, 1959 | Amount, 1967 | Percent distribution | Annual change 1959–67 (percent) |
| New England | $23,592,371 | $38,257,009 | 6.73 | 7.70 | $554,888 | $898,076 | 1.68 | 7.73 |
| Middle Atlantic | 85,014,384 | 131,903,296 | 23.21 | 6.89 | 152,492 | 229,601 | .43 | 6.32 |
| East north-central | 79,123,367 | 125,979,751 | 22.16 | 7.40 | 4,316,725 | 6,945,784 | 13.06 | 7.61 |
| West north-central | 21,191,699 | 33,944,241 | 5.97 | 7.52 | 9,047,852 | 14,168,303 | 26.63 | 7.07 |
| South Atlantic | 41,198,901 | 73,804,723 | 12.98 | 9.89 | 4,469,618 | 7,497,899 | 14.09 | 8.47 |
| East south-central | 13,819,121 | 23,295,095 | 4.10 | 8.57 | 3,509,879 | 5,035,383 | 11.16 | 8.64 |
| West south-central | 23,782,833 | 40,417,910 | 7.11 | 8.74 | 6,100,473 | 9,105,838 | 17.12 | 6.16 |
| Mountain | 10,257,062 | 16,949,378 | 2.98 | 8.16 | 3,453,040 | 5,111,732 | 9.61 | 6.01 |
| Pacific | 49,103,211 | 83,845,566 | 14.75 | 8.84 | 2,250,099 | 3,307,407 | 6.22 | 5.87 |
| United States | 347,082,598 | 568,397,467 | 100.00 | 7.97 | 33,855,067 | 53,200,023 | 100.00 | 7.14 |

Source: Unpublished estimates of personal income, by counties, from Bureau of Economic Analysis, U.S. Department of Commerce.

## Distribution of Earnings by Source for Geographic Divisions

Noncommuter counties rely more heavily on agriculture and State and local government services as a source of earnings, and less on manufacturing, than urban-commuter counties. And the industrial mix of the noncommuter counties contains a smaller share of locally provided services related to finance, insurance, real estate, and other services. (Table 10.)

The above generalizations about differences in industry mix between urban-commuter and noncommuter groups of counties tend to hold not only between all groups collectively, but also division by division. These relationships are strongly associated with lower incomes in the noncommuter groups of counties. Two intradivision exceptions to the above generalizations are noted: The noncommuter counties of the South Atlantic Division realize a slightly greater share of earnings from manufacturing than the urban-commuter counties in the division; and, the noncommuter counties of the Middle Atlantic Division realize a slightly greater share of earnings from services than the urban-commuter counties there. (Appendix table 8.)

TABLE 10.—DISTRIBUTION OF EARNINGS BY SOURCE, UNITED STATES, 1967

| Source of earnings, 1967 | Urban-commuter counties | | Noncommuter counties | |
|---|---|---|---|---|
| | $1,000 | Percent | $1,000 | Percent |
| Farm | 9,237,943 | 2.0 | 7,831,214 | 19.0 |
| Federal civilian | 19,700,489 | 4.3 | 1,655,671 | 4.0 |
| Federal military | 13,092,772 | 2.9 | 731,714 | 1.8 |
| State and local governments | 41,872,679 | 9.1 | 5,702,461 | 13.9 |
| Manufacturing | 141,073,894 | 30.7 | 7,315,596 | 17.8 |
| Mining | 3,511,466 | .8 | 1,344,360 | 3.3 |
| Construction | 27,769,616 | 6.1 | 1,083,416 | 5.1 |
| Transportation and utilities | 32,989,724 | 7.2 | 2,181,709 | 5.3 |
| Wholesale and retail trade | 77,333,185 | 16.8 | 6,209,577 | 15.1 |
| Finance, insurance, and real estate | 24,602,231 | 5.4 | 966,576 | 2.3 |
| Services | 66,804,401 | 14.5 | 4,445,086 | 10.8 |
| Other earnings | 987,468 | .2 | 217,659 | .5 |
| Total | 459,367,197 | 100.0 | 41,170,914 | 100.0 |

Source: Unpublished estimates of personal income by counties, from Bureau of Economic Analysis, U.S. Department of Commerce.



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## Nonfarm Employment Growth, by Geographic Divisions, 1959–1969

The rate of nonfarm employment growth between 1959 and 1969 was about 3 percent per year for both urban-commuter and noncommuter counties for the United States as a whole. In terms of numbers of new jobs, however, the urban-commuter counties showed an increase of 13.5 million, whereas the noncommuter counties added only about 1 million jobs during the decade.

For noncommuter counties, the Middle Atlantic States had the lowest rate of growth, at 1.9 percent per year; the highest rate (4.3 percent) was in the East South Central States. The Mountain Division, at 3.3 percent, contained the only other group of noncommuter counties above the national average. (Table 11.)

In the urban-commuter counties, the rate of growth varied considerably among geographic divisions, ranging from 2.1 percent per year in the Middle Atlantic States to 4.2 percent in the Mountain States. Six of the nine geographic divisions had a growth rate equal to or above the national average.

Only in the East North Central and East South Central Divisions was the rate of employment growth in the noncommuter counties higher than that in the urban-commuter counties within the respective groups of States.

TABLE 11.—NONFARM EMPLOYMENT GROWTH, BY GEOGRAPHIC DIVISIONS, 1959–69

| Geographic division | Urban commuter counties | | Noncommuter counties | | Annual percent change, 1959–69 | |
|---|---|---|---|---|---|---|
| | 1959 | 1969 | 1959 | 1969 | Urban commuter | Noncommuter |
| New England | 2,879,407 | 3,703,255 | 59,586 | 76,159 | 2.6 | 2.5 |
| Middle Atlantic | 9,570,904 | 11,731,730 | 14,733 | 16,526 | 2.1 | 1.9 |
| East North Central | 8,846,590 | 11,576,401 | 40[illegible] | [illegible] | 2.7 | 2.8 |
| West North Central | 2,360,381 | 3,203,525 | 668,371 | 901,415 | 3.1 | 2.7 |
| South Atlantic | 4,774,818 | 7,137,561 | 542,045 | 725,561 | 4.1 | 2.9 |
| East South Central | 1,675,000 | 2,345,316 | 372,37[illegible] | 568,142 | 3.4 | 4.3 |
| West South Central | 2,665,861 | 3,966,334 | 507,[illegible]33 | 667,379 | 4.0 | 2.8 |
| Mountain | 981,000 | 1,477,445 | 247,062 | 342,218 | 4.2 | 3.3 |
| Pacific | 4,454,354 | 6,507,626 | 151,150 | 190,529 | 3.9 | 2.4 |
| United States | 38,190,315 | 51,549,193 | 2,987,091 | 4,019,866 | 3.1 | 3.0 |

Note: Excludes Alaska and Hawaii.

Source: County Business Patterns, 1959, 1969.

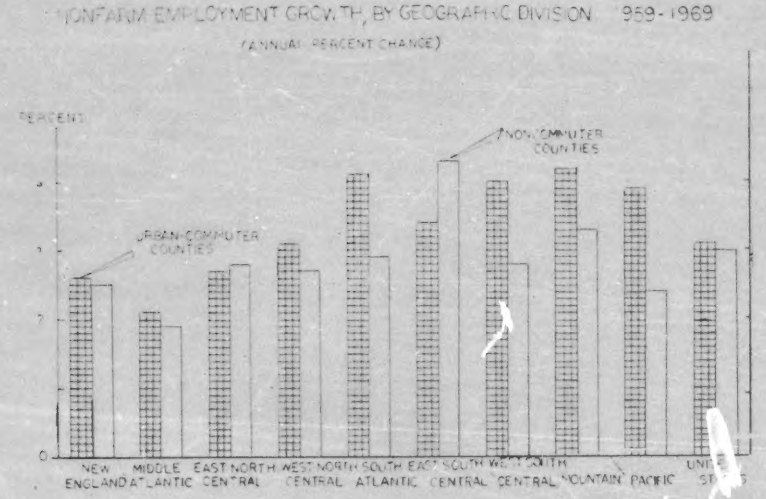



FIGURE 2

## III. Housing

Striking advances have been made in the past two decades in the quantity of housing units built or upgraded, in both rural and urban areas. Between 1950 and 1970, there were 29.5 million new housing starts in the United States, approximately 25 percent of them in rural areas

More difficult to appraise than merely numbers of housing units available is the quality of housing. Measures often used to classify housing as of inadequate quality, are the lack of complete plumbing facilities and overcrowding. Complete plumbing facilities would include hot and cold running water, a flush toilet, and a shower or bathtub for the private use of the household. A house is classified "overcrowded" whenever its occupancy exceeds one person per room. "Inadequate housing," as used here, would be characterized by the lack of complete plumbing and/or being overcrowded.

### Status of Occupied Housing Units, 1970

On April 1, 1970, there were 63.4 million occupied housing units in the United States. Of these, 55.9 million units (88 percent) were located in urban-commuter counties, and 7.5 million (12 percent) were in noncommuter counties. (Table 12.)

There were 8.3 million inadequate housing units. Noncommuter counties had 1.7 million, or 21 percent of them, but these counties had only 12 percent of the occupied units. Twice as often, the deficiency was lack of plumbing rather than crowding. They had 32 percent of the units without complete plumbing, but only 15 percent of the units that were crowded. In comparison, housing units in the urban counties were more apt to be crowded than to lack complete plumbing.

TABLE 12.—STATUS OF OCCUPIED HOUSING UNITS FOR URBAN-COMMUTER AND NONCOMMUTER COUNTIES
UNITED STATES, 1970

| Units and county designation | Number | Percent |
|---|---|---|
| All units: | | |
| Urban commuter | 55,918,846 | 88.1 |
| Noncommuter | 7,519,709 | 11.9 |
| Total | 63,438,555 | 100.0 |
| Units lacking complete plumbing: | | |
| Urban commuter | 2,566,296 | 67.8 |
| Noncommuter | 1,217,535 | 32.2 |
| Total | 3,783,831 | 100.0 |
| Units crowded (more than 1 person per room): | | |
| Urban commuter | 4,448,480 | 85.2 |
| Noncommuter | 769,081 | 14.8 |
| Total | 5,217,561 | 100.0 |
| Units lacking complete plumbing or crowded: | | |
| Urban-commuter | 6,545,717 | 79.3 |
| Noncommuter | 1,705,898 | 20.7 |
| Total | 8,251,615 | 100.0 |

Source: 1970 Census of Housing.

## Tenure Differences

Of the 63.4 million occupied housing units in 1970, 39.9 million (63 percent) were owned, and 23.6 million were rented (37 percent). (Table 13.) About one-sixth of the rented units and only about one-tenth of the owner-occupied units were classified as inadequate.

Among noncommuter counties, 58 percent of the inadequate units were owned, as compared with 42 percent rented. In the urban-commuter counties, the reverse was true, with 49 percent owned and 51 percent rented.

TABLE 13.—OWNER-OCCUPIED AND RENTER-OCCUPIED HOUSING UNITS FOR URBAN-COMMUTER AND NONCOMMUTER COUNTIES, 1970

| Units and county designation | Total | | Percent | |
|---|---|---|---|---|
| | Number | Percent | Owner-occupied | Renter-occupied |
| All units: | | | | |
| Urban commuter | 55, 918, 816 | 100 | 61. 8 | 39. 2 |
| Noncommuter | 7, 519, 709 | 100 | 71. 0 | 29. 0 |
| Total | 63, 438, 525 | 100 | 62. 9 | 37. 1 |
| Units lacking plumbing: | | | | |
| Urban commuter | 2, 566, 296 | 100 | 44. 1 | 55. 9 |
| Noncommuter | 1, 217, 584 | 100 | 56. 1 | 43. 9 |
| Total | 3, 783, 880 | 100 | 48. | 52. 0 |
| Units crowded: | | | | |
| Urban commuter | 4, 448, 361 | 100 | 50. 2 | 49. 8 |
| Noncommuter | 769, 077 | 100 | 56. 4 | 43. 6 |
| Total | 5, 217, 438 | 100 | 51. 1 | 48. 9 |
| Units inadequate: [1] | | | | |
| Urban commuter | 6, 545, 717 | 100 | 48. 6 | 51. 4 |
| Noncommuter | 1, 705, 943 | 100 | 58. 0 | 42. 0 |
| Total | 8, 251, 660 | 100 | 50. 5 | 49. 5 |

[1] Lack complete plumbing and/or crowded.

Source: U.S. Census of Housing, 1970.

## Regional Comparisons

The proportion of occupied housing that was inadequate varied somewhat among the geographic divisions of the United States. The poorest showing was in the East South Central States where 24 percent of all housing units were in this category. The South Atlantic and West South Central States had 17 percent; the rest of the States had 10 to 13 percent. (Appendix table 11.) In all cases, the proportion inadequate was higher for rented than owned units.

Among the noncommuter counties, the East South Central Division had the largest percentage of its housing classified as inadequate, namely, 37 percent. In comparison, the Pacific Division had the lowest percentage of all noncommuter counties (13 percent) in this category. (Appendix table 11.)

In general, housing was poorer in the South than in other areas. Of all occupied units in noncommuter counties, the South contained 69 percent of the units that lacked complete plumbing and 58 percent that were crowded. (Table 14.) Part of this difference is attributable to the inferior quality of rental housing in the South.

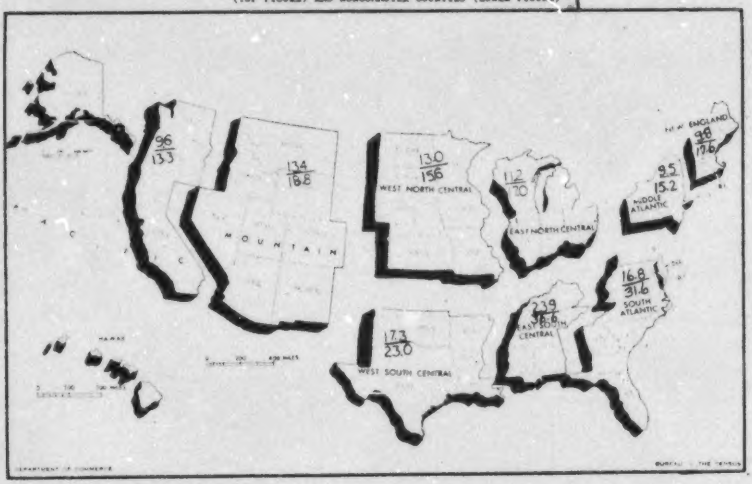
TABLE 14.—DISTRIBUTION OF OCCUPIED AND INADEQUATE HOUSING,[1] IN NONCOMMUTER COUNTIES, BY REGIONS, IN UNITED STATES, 1970

| Region | Occupied | Inadequate housing[1] | | |
|---|---|---|---|---|
| | | Lack complete plumbing | Crowded | Lack complete plumbing and/or crowded |
| United States (number) | 7,519,709 | 1,217,535 | 769,081 | 1,705,898 |
| United States (percent) | 100.0 | 100.0 | 100.0 | 100.0 |
| New England | 1.5 | 1.2 | 1.0 | 1.2 |
| Middle Atlantic | .4 | .2 | .3 | .2 |
| East north-central | 12.2 | 8.3 | 8.9 | 9.1 |
| West north-central | 24.8 | 15.4 | 16.4 | 17.1 |
| North | 38.9 | 25.1 | 26.6 | 27.7 |
| South Atlantic | 15.4 | 24.4 | 19.7 | 21.5 |
| East south-central | 14.1 | 27.2 | 18.6 | 22.7 |
| West south-central | 17.9 | 16.9 | 19.9 | 18.1 |
| South | 47.4 | 68.5 | 57.7 | 62.3 |
| Mountain | 8.2 | 4.5 | 10.6 | 6.8 |
| Pacific | 5.5 | 1.9 | 5.1 | 3.2 |
| West | 13.7 | 6.4 | 15.7 | 10.0 |

[1] Occupied units lacking complete plumbing, crowded, or both.

Source: 1970 Census of Housing.

PERCENT OF OCCUPIED HOUSING THAT WAS INADEQUATE* IN 1970, BY GEOGRAPHIC DIVISION (TOP FIGURE) AND NONCOMMUTER COUNTIES (LOWER FIGURE)




*Lacking complete plumbing and/or crowded.
Based on Appendix Table 11.

FIGURE 3



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## IV. Government Services

The role of government at all levels is of increasing importance to the citizenry due to the growing complexity of our changing society.

Part A of Government Services deals with the response of State and local governments in terms of revenue and expenditures for public services. The information is presented by function and per capita and includes intergovernmental revenue from Federal and State sources per capita and per $1,000 personal income. These data, from the U.S. Census of Governments, reflect the local and State tax effort to meet the rising costs of governmental services. Local governments in fact have increased spending faster than the Federal Government since 1957, but State governments have exceeded the pace of both.

The responsibilities of State and local governments to provide services are of various kinds, some cooperative and some independent of each other. The line between State and local duties remains blurred even though local governments have taken on more direct delivery of services than heretofore, and the State has come to act more as a general source of review, control, supervision, and financing.

The number of government units is large in rural areas relative to their population, but the number of such units has decreased more than 10 percent in the past 10 years. Consolidation of rural schools has caused the number of school districts to decline dramatically, but districts to handle specific, special problems have increased rapidly.

Part B of of this section is devoted to a discussion of Federal Government outlays for selected programs in Human Resources and Community Development, Agriculture and Natural Resources, and Defense, NASA, and AEC.

## A. State and Local Government Expenditures and Revenue

### Local Government Direct Expenditures, 1967

Direct general expenditures by local governments in the United States (excluding Alaska and Hawaii) totaled $58.9 billion in 1967. Noncommuter counties accounted for $6 billion, or 10.2 percent of all direct general expenditures in 1967.

The West North Central Division, with $1.7 billion, accounted for 28.1 percent of direct expenditures by local governments in all noncommuter counties, but these counties, in six of the remaining eight divisions, individually exceeded $400 million in expenditures. (Table 15.)

Local government direct expenditures in urban-commuter counties ranged from a high of $13.3 billion in the Middle Atlantic States to a low of $1.7 billion in the Mountain Division.

TABLE 15. LOCAL GOVERNMENT DIRECT GENERAL EXPENDITURES, BY GEOGRAPHIC DIVISIONS, 1967[1]

| Geographic division and county designation | Amount (thousands) | Geographic division and county designation | Amount (thousands) |
|---|---|---|---|
| New England | $3,209,838 | East south-central | $2,650,492 |
| Urban commuter | 3,141,452 | Urban commuter | 2,007,783 |
| Noncommuter | 68,386 | Noncommuter | 642,709 |
| Middle Atlantic | 13,390,504 | West south-central | 4,333,664 |
| Urban commuter | 13,349,240 | Urban commuter | 3,403,750 |
| Noncommuter | 41,264 | Noncommuter | 929,914 |
| East north-central | 11,236,403 | Mountain | 2,324,726 |
| Urban commuter | 10,414,624 | Urban commuter | 1,699,468 |
| Noncommuter | 821,779 | Noncommuter | 625,258 |
| West north-central | 4,688,037 | Pacific | 9,898,343 |
| Urban commuter | 2,999,882 | Urban commuter | 9,454,681 |
| Noncommuter | 1,688,155 | Noncommuter | 443,662 |
| South Atlantic | 7,154,636 | United States | 58,886,536 |
| Urban commuter | 6,411,047 | Urban commuter | 52,881,861 |
| Noncommuter | 743,589 | Noncommuter | 6,004,675 |

[1] See appendix table 12 for additional details.

Source: U.S. Census of Governments, 1967.

## Local Government Expenditures by Major Functions

Education is the major function of local governments in the United States, accounting for 48.4 percent of all direct expenditures of local governments in 1967. The figure was 56 percent in noncommuter counties, and as high as 60 percent in commuter counties. (Appendix table 14.)

In each geographic division, education expenditures were the largest dollar amounts of all major functions in the budget. (Appendix table 12.) In terms of proportion of total expenditures, five geographic divisions spent more than 50 percent for education, and the remainder spent 44 to 50 percent. In every division, noncommuter counties spent more than the average for education for that group of States. (Appendix table 14.)

The West North Central States, with the highest percentage (28 percent) of local government direct expenditures by noncommuter counties among the geographic divisions, accounted for 43 percent of all direct welfare expenditures, 34 percent of all funds for roads and highways, 27 percent of all education costs, 26 percent of all expenditures for sewer and sanitation facilities, and 23 percent of those for health and hospitals. The noncommuter counties in the Middle Atlantic States, with less than 1 percent (0.7) of the total direct expenditures of all geographic divisions, accounted for only 1.3 percent of welfare expenditures and less than 1 percent for all other functions. (Table 16.)

TABLE 16.—PERCENTAGE DISTRIBUTION OF LOCAL GOVERNMENT DIRECT GENERAL EXPENDITURES FOR NONCOMMUTER COUNTIES,[1] 1967

| Geographic division | Total direct general expenditures | Function | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | Education | Health and hospitals | Police protection | Roads and highways | Fire protection | Sewer and sanitation | Welfare | All other |
| New England | 1.1 | 1.2 | 0.1 | 1.2 | 1.3 | 3.6 | 1.9 | 0.8 | 1.1 |
| Middle Atlantic | .7 | .7 | .2 | .4 | .7 | .7 | .3 | 1.3 | .6 |
| East north-central | 13.7 | 12.3 | 14.6 | 12.3 | 19.6 | 19.6 | 13.6 | 16.9 | 12.2 |
| West north-central | 28.1 | 27.0 | 23.4 | 21.6 | 33.5 | 21.6 | 25.7 | 42.8 | 26.8 |
| South Atlantic | 12.4 | 13.9 | 12.4 | 15.3 | 6.0 | 10.1 | 13.3 | 12.8 | 11.8 |
| East south-central | 10.7 | 11.4 | 13.4 | 8.9 | 9.7 | 8.3 | 7.9 | 1.2 | 11.6 |
| West south-central | 15.5 | 16.5 | 16.4 | 18.8 | 13.7 | 15.4 | 18.6 | 1.2 | 16.1 |
| Mountain | 10.4 | 10.8 | 9.5 | 12.6 | 7.9 | 10.3 | 10.6 | 12.1 | 10.7 |
| Pacific | 7.4 | 6.2 | 10.0 | 8.9 | 7.5 | 10.4 | 8.1 | 10.8 | 9.1 |
| United States[2] | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |

[1] Because of rounding, some totals may not add to the sum of items listed.
[2] Contiguous States.

Source: U.S. Census of Governments

## Local Government General Expenditures Per Capita, 1967

An analysis of local government direct general expenditures per capita again demonstrates the predominance of education as a major cost at the local level ($146 for the United States). The next most important local expenditures on a per capita basis are for roads and highways. (Table 17 and figure 4.)

The noncommuter counties spend only slightly less than the urban counties on education and on health and hospitals, but considerably more on roads and highways. On most other functions, they spend substantially less than do urban counties.

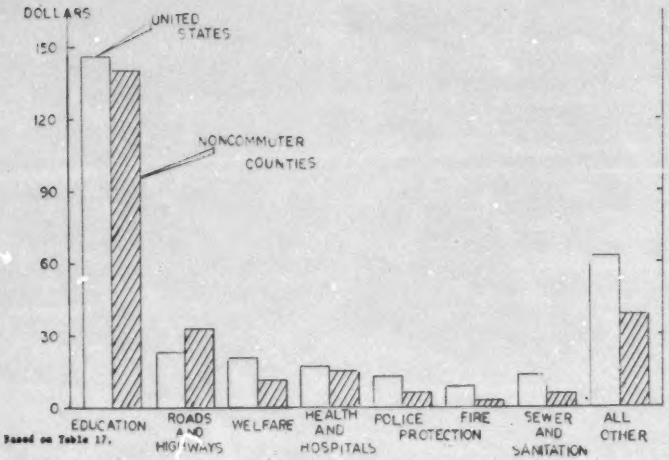
For most government functions, the highest per capita direct general expenditures of local government in noncommuter counties, expressed as a percent of the U.S. average, were found in the Middle Atlantic and Pacific States. (Table 18.)

TABLE 17.—LOCAL GOVERNMENT GENERAL EXPENDITURES, PER CAPITA, 1967

| Function | United States | Noncommuter counties | Noncommuter counties as percent of U.S. average (percent) |
|---|---|---|---|
| Total expenditures | $302 | $250 | 82.8 |
| Education | 146 | 140 | 95.9 |
| Health and hospitals | 17 | 15 | 88.2 |
| Police protection | 13 | 6 | 46.2 |
| Roads and highways | 23 | 33 | 143.5 |
| Fire protection | 8 | 2 | 25.0 |
| Sewer and sanitation | 13 | 5 | 38.5 |
| Welfare | 20 | 11 | 55.0 |
| All other | 62 | 38 | 61.3 |

Source: U.S. Census of Governments, 1967.

PER CAPITA EXPENDITURES OF LOCAL GOVERNMENTS, BY MAJOR FUNCTIONS, 1969
FOR UNITED STATES AND NONCOMMUTER COUNTIES




Based on Table 17.

FIGURE 4

TABLE 18.—PER CAPITA LOCAL GOVERNMENT DIRECT GENERAL EXPENDITURES FOR NONCOMMUTER COUNTIES EXPRESSED AS A PERCENT OF U.S. AVERAGE OF PER CAPITA LOCAL GOVERNMENT EXPENDITURES FOR EACH FUNCTION, 1967

| Geographic division | Total direct general expenditures | Function | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | Education | Health and hospitals | Police protection | Roads and highways | Fire protection | Sewer and sanitation | Welfare | All other |
| New England | 62.3 | 74.0 | 5.9 | 38.5 | 126.1 | 62.5 | 46.2 | 30.0 | 45.2 |
| Middle Atlantic | 150.3 | 187.0 | 41.2 | 46.2 | 252.2 | 50.0 | 30.8 | 195.0 | 101.6 |
| East North Central | 94.0 | 97.9 | 111.8 | 46.2 | 230.4 | 50.0 | 46.2 | 80.0 | 61.3 |
| West North Central | 95.7 | 106.2 | 88.2 | 38.5 | 195.7 | 25.0 | 38.5 | 100.0 | 67.7 |
| South Atlantic | 62.9 | 81.5 | 70.6 | 38.5 | 52.2 | 12.5 | 30.8 | 45.0 | 43.5 |
| East South Central | 59.9 | 73.3 | 82.4 | 23.1 | 91.3 | 12.5 | 23.1 | 5.0 | 48.4 |
| West South Central | 73.2 | 90.4 | 82.4 | 46.2 | 108.7 | 25.0 | 38.5 | 5.0 | 56.5 |
| Mountain | 102.6 | 123.3 | 100.0 | 69.2 | 130.4 | 37.5 | 46.2 | 80.0 | 77.4 |
| Pacific | 131.5 | 128.1 | 194.1 | 84.6 | 230.4 | 62.5 | 69.2 | 130.0 | 119.4 |
| United States [1] | 82.8 | 95.9 | 88.2 | 46.2 | 143.5 | 25.0 | 38.5 | 55.0 | 61.3 |

[1] Contiguous States.

Source: Calculated from data from the U.S. Census of Governments and U.S. Census of Population.

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## Local Government General Revenue

Local government general revenue from own sources grew dramatically (188 percent) between 1957 and 1970. While its pace exceeded that of Federal revenue growth, neither was as rapid as that of State governments.

Property taxes remain the major source of local government revenue, but largely due to increased intergovernmental revenue, they provided a slightly smaller share of total revenues, declining from 69 percent of local government revenue in 1957 to 64 percent in 1970.

Local government general revenue from own sources for the United States (excluding Alaska and Hawaii) totaled $37.9 billion in 1967 (Table 19). Local governments in the noncommuter counties in that same year collected 9.2 percent of this total. (This group of counties had 12 percent of the population in 1970.) In five of the geographic divisions, urban-commuter counties accounted for 92 percent or more of the total revenue from own sources for those divisions.

Rural counties are making strong efforts to finance adequate services for themselves. In 1967, revenue from own sources per $1,000 of personal income for the noncommuter counties was $66, compared with $61 for the urban counties and $57 for the commuter counties. (App. table 15.)

Noncommuter counties raised more revenue per $1,000 of personal income than the urban counties in six of the nine geographic divisions. Only in the New England, South Atlantic, and East South Central States did the urban counties show greater revenue effort, according to this measure. (App. table 15.)

TABLE 19.—LOCAL GOVERNMENT GENERAL REVENUE FROM OWN SOURCES, BY GEOGRAPHIC DIVISIONS, FOR URBAN COMMUTER AND NONCOMMUTER COUNTIES, 1967 [1]

| Geographic divisions and county designation | Total general revenue (thousands) | Percent of total (percent) | Geographic divisions and county designation | Total general revenue (thousands) | Percent of total (percent) |
|---|---|---|---|---|---|
| New England | $2,281,302 | 100.0 | East South Central | $1,421,615 | 100.0 |
| Urban commuter | 2,230,768 | 97.8 | Urban commuter | 1,149,470 | 80.9 |
| Noncommuter | 50,534 | 2.2 | Noncommuter | 272,145 | 19.1 |
| Middle Atlantic | 8,870,304 | 100.0 | West South Central | 2,536,197 | 100.0 |
| Urban commuter | 8,852,660 | 99.8 | Urban commuter | 2,018,128 | 79.6 |
| Noncommuter | 17,644 | .2 | Noncommuter | 518,070 | 20.4 |
| East North Central | 7,446,093 | 100.0 | Mountain | 1,459,962 | 100.0 |
| Urban commuter | 6,995,546 | 93.9 | Urban commuter | 1,081,530 | 74.1 |
| Noncommuter | 450,549 | 6.1 | Noncommuter | 378,433 | 25.9 |
| West North Central | 3,246,379 | 100.0 | Pacific | 6,477,758 | 100.0 |
| Urban commuter | 2,063,944 | 63.6 | Urban commuter | 6,197,994 | 95.7 |
| Noncommuter | 1,182,437 | 36.4 | Noncommuter | 279,764 | 4.3 |
| South Atlantic | 4,158,624 | 100.0 | United States [2] | 37,898,132 | 100.0 |
| Urban commuter | 3,819,700 | 91.9 | Urban commuter | 34,409,704 | 90.8 |
| Noncommuter | 338,925 | 8.1 | Noncommuter | 3,488,487 | 9.2 |

[1] Because of rounding, some totals may not equal the sum of the items listed.
[2] Contiguous States.

Source: U.S. Census of Governments.

## Intergovernmental Revenue

In an effort to cope with problems at the local level, both State and Federal Governments have expanded greatly their aid to local governments. Since 1957, such aid has grown 285 percent, the percentage from State sources having increased 268 percent, and from Federal sources, 660 percent. Since the Federal share is only 9 percent of the total, however, this enormous percentage increase had relatively little impact.

Local governments received a total of $20.1 billion in intergovernmental revenue from State and Federal sources in 1967 (App. table 16), most from State governments, although much of that aid undoubtedly was financed in turn from the $13.6 billion the States received from the Federal Government in that same year.

Noncommuter counties received $2.4 billion from intergovernmental sources in 1967, or 12.1 percent of the total. In five of the nine geographic divisions, these counties received more intergovernmental revenue than their proportion of the population.

Within eight of the nine geographic divisions, the noncommuter counties received more intergovernmental aid per capita than did the urban counties. The two divisions with the highest per capita intergovernmental revenues in total and among noncommuter counties are the Middle Atlantic and Pacific States. As a result of variations in per capita aid levels and population distribution, urban counties in the United States as a whole average slightly more aid per capita than do the rural counties.

Rural areas generally receive more intergovernmental revenue in relation to their incomes than do urban areas. Since incomes in the rural areas are lower, these larger aids help to insure a more uniform level of governmental services throughout the country. Overall, noncommuter counties received an average of 44 percent more intergovernmental revenue per $1,000 personal income than the national average.

In just over half of the geographic divisions, the percentage distribution of intergovernmental revenue received by noncommuter counties from Federal and State sources in 1967 was higher than their share of total population in these counties in 1970. (Table 20.)

TABLE 20.—PERCENTAGE DISTRIBUTION OF INTERGOVERNMENTAL REVENUE RECEIVED BY NONCOMMUTER COUNTIES FROM FEDERAL AND STATE SOURCES, 1967

| Geographic division | Percentage distribution | Percentage distribution of noncommuter counties' population, 1970 |
|---|---|---|
| New England | 0.8 | 1.5 |
| Middle Atlantic | .8 | .4 |
| East North Central | 14.0 | 12.2 |
| West North Central | 20.4 | 24.1 |
| South Atlantic | 16.7 | 16.3 |
| East South Central | 14.5 | 14.8 |
| West South Central | 15.6 | 17.4 |
| Mountain | 9.9 | 8.5 |
| Pacific | 7.3 | 4.8 |
| United States | 100.0 | 100.0 |

Source: U.S. Census of Governments, 1967.

### B. Distribution of Federal Program Funds

This analysis is based on 242 selected Federal programs, which comprise 74.7 percent of all Federal outlays. Inclusion of the programs depended on: (1) their relevance to economic development; (2) the program's relative dollar importance; and (3) the reliability of the outlay data at the county level.

The 242 Federal programs were divided into four categories:

(1) Human resource development: Programs of income maintenance (Social Security, welfare, et cetera.), education, vocational rehabilitation, health services, employment opportunities, manpower training and development, and programs for American Indians;

(2) Community development: Programs in urban renewal, health service construction, development loans and grants, housing loans, and transportation;

(3) Agriculture and natural resources: Direct payments to farmers, conservation programs, and farm loan programs of the Department of Agriculture, and the parks and forest programs of the Department of the Interior;

(4) Defense, NASA, and AEC: All programs of the Department of Defense, the National Aeronautics and Space Administration, and the Atomic Energy Commission.

The Federal data were compiled for the Executive Office of the President by the Office of Economic Opportunity through its Federal Information Exchange System.[1] The data, representing outlays at the county level for all major Federal programs, offer a unique opportunity to study the geographic distribution of Federal funds and the effects of this distribution on economic development.

[1] See The Economic and Social Condition of Rural America in the 1970's, pt. 3, "The Distribution of Federa Outlays Among U.S. Counties," a report prepared by the Economic Development Division, Economic Research Service, U.S. Dept. of Agriculture, for the U.S. Senate Committee on Government Operations, December 1971.

## Distribution of Federal Funds by Category of Programs

Federal funds for the 242 selected programs totaled $154 billion in fiscal year 1970. Of this total, 89.2 percent accrued to the urban-commuter counties, in contrast to 10.8 percent to the noncommuter counties. (Table 21.)

On a per capita basis, outlays from the 242 programs totaled $751 for the United States, compared with $753 for urban-commuter counties, and $734 for noncommuter counties. (Table 22.)

By program category, per capita outlays varied widely, from $46 for Agriculture and Natural Resources to $313 for Defense, for the United States as a whole. (Table 22.)

TABLE 21.—FEDERAL OUTLAYS BY PROGRAM CATEGORIES ACCRUING TO URBAN-COMMUTER AND NONCOMMUTER COUNTIES, FISCAL YEAR 1970

| General program category | Number of programs | Federal outlays, fiscal year 1970 (millions) | Urban-commuter counties (percent of U.S. total) | Non-commuter counties (percent of U.S. total) |
|---|---|---|---|---|
| Human resource development | 105 | $54,871.8 | 86.9 | 13.1 |
| Community development | 71 | 25,959.7 | 89.8 | 10.2 |
| Agriculture and natural resources | 51 | 9,195.6 | 45.6 | 54.4 |
| Defense, NASA, and AEC | 15 | 63,938.5 | 96.4 | 3.7 |
| Total | 242 | 153,968.1 | 89.2 | 10.8 |

Source: Office of Economic Opportunity.

TABLE 22.—PER CAPITA FEDERAL OUTLAYS BY GENERAL PROGRAM CATEGORY, GEOGRAPHIC DIVISIONS, AND URBAN COMMUTER AND NONCOMMUTER COUNTIES, FISCAL YEAR 1970

[Dollars per capita]

| Geographic division and county designation | Program category | | | | |
|---|---|---|---|---|---|
| | Human resource development | Community development | Agriculture and natural resources | Defense NASA and AEC | Total |
| New England: | | | | | |
| Urban commuter | 284 | 94 | 5 | 338 | 720 |
| Noncommuter | 299 | 126 | 35 | 59 | 520 |
| Total | 284 | 95 | 6 | 329 | 714 |
| Middle Atlantic: | | | | | |
| Urban commuter | 290 | 91 | 5 | 230 | 616 |
| Noncommuter | 342 | 66 | 10 | 12 | 430 |
| Total | 290 | 91 | 5 | 230 | 616 |
| East North-Central: | | | | | |
| Urban commuter | 237 | 103 | 21 | 165 | 526 |
| Noncommuter | 317 | 62 | 81 | 89 | 550 |
| Total | 242 | 100 | 26 | 160 | 528 |
| West North Central: | | | | | |
| Urban commuter | 261 | 131 | 71 | 329 | 792 |
| Noncommuter | 328 | 99 | 371 | 70 | 869 |
| Total | 285 | 120 | 177 | 238 | 819 |
| South Atlantic: | | | | | |
| Urban commuter | 246 | 142 | 20 | 439 | 878 |
| Noncommuter | 273 | 114 | 67 | 73 | 527 |
| Total | 249 | 139 | 26 | 419 | 833 |
| East South Central: | | | | | |
| Urban commuter | 246 | 148 | 33 | 355 | 782 |
| Noncommuter | 300 | 99 | 123 | 44 | 566 |
| Total | 261 | 135 | 58 | 270 | 723 |
| West South Central: | | | | | |
| Urban commuter | 222 | 151 | 32 | 459 | 864 |
| Noncommuter | 304 | 102 | 257 | 96 | 759 |
| Total | 240 | 141 | 81 | 380 | 842 |
| Mountain: | | | | | |
| Urban commuter | 251 | 200 | 82 | 470 | 1,003 |
| Noncommuter | 319 | 223 | 323 | 316 | 1,180 |
| Total | 268 | 206 | 141 | 432 | 1,047 |
| Pacific: | | | | | |
| Urban commuter | 293 | 173 | 21 | 530 | 1,018 |
| Noncommuter | 357 | 199 | 224 | 143 | 923 |
| Total | 296 | 175 | 31 | 511 | 1,013 |
| United States: | | | | | |
| Urban commuter | 262 | 127 | 23 | 342 | 753 |
| Noncommuter | 310 | 114 | 212 | 98 | 734 |
| Total | 267 | 126 | 46 | 313 | 751 |

Source: Office of Economic Opportunity

## Differences in Program Mix

Although per capita figures for all programs are quite similar when urban-commuter counties are compared with noncommuter counties, the program mix is quite different. (Table 22 and fig. 5.)

Whereas per capita outlays for human resource development were slightly higher and for community development somewhat lower in noncommuter than in urban-commuter counties, per capita defense outlays in the noncommuter counties were only 29 percent as large as in their urban counterparts ($98 compared with $342). On the other hand, funds for agriculture and natural resources almost totally offset the larger defense outlays of the urban-commuter counties. Per capita outlays for agriculture and natural resources totaled $212 in the noncommuter counties as opposed to only $23 in the urban-commuter counties.

PER CAPITA FEDERAL OUTLAYS BY PROGRAM TYPE AND COUNTY DESIGNATION - FISCAL YEAR 1970

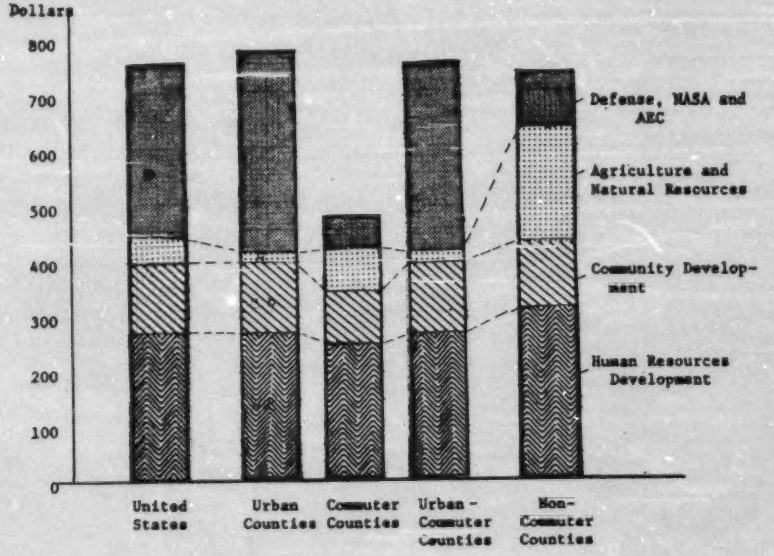


FIGURE 5

## Types of Programs, in Relation to Average Per Capita Income and Population Change

Across all U.S. counties, high per capita Federal outlays were closely associated with higher than average per capita income and, to a lesser degree, with less than average population growth. (Fig. 6.)

The mix of general program types varied greatly among counties grouped by income and population change. Whereas outlays for human resources comprised a major part of total outlays in low-income counties and counties with population declines in the 1960's, defense spending was of far less importance. However, among high-income counties and counties with population growth rates above the national average, defense outlays were larger than those of any of the other three general program types.

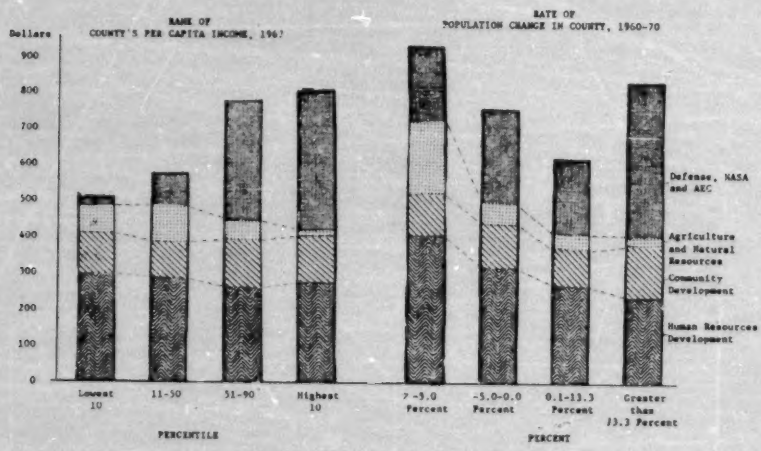


FIGURE 6

## Per Capita Federal Outlays and Population Change by Geographic Divisions

Per capita Federal outlays varied substantially among the geographic divisions. (Table 22 and fig. 7.) They were highest in the Mountain division ($1,047) and lowest in the East North Central ($528) and Middle Atlantic ($616) States.

Among all divisions and county groups, the highest per capita outlays were in the noncommuter counties of the Mountain division ($1,180) and lowest in the noncommuter counties of the Middle Atlantic division ($430).

There was a strong relationship between per capita Federal funds distributed and population change during the 1960's, in all groups of counties. Whereas the noncommuter counties in the Mountain States had per capita Federal outlays 57 percent above the national average, they had a gain in population during the 1960's of 4 percent, in contrast to a 1-percent decline in population for all noncommuter counties. (App. table 3.) On the other hand, while noncommuter counties in the South Atlantic States had per capita Federal outlays 29.8 percent below the national average, these counties lost population during the 1960's.

Among urban-commuter counties, the relationship between per capita Federal outlays and population growth was also strong. These counties in the Pacific division had per capita Federal outlays 35.6 percent above the national average and experienced a population growth rate of almost twice the national average during the 1960's. In contrast, such counties in the East North Central States, with per capita outlays 30 percent below the national average, had population growth rates also below the national average.

PER CAPITA FEDERAL OUTLAYS BY GEOGRAPHIC DIVISION AND COUNTY DESIGNATION, FISCAL YEAR 1970

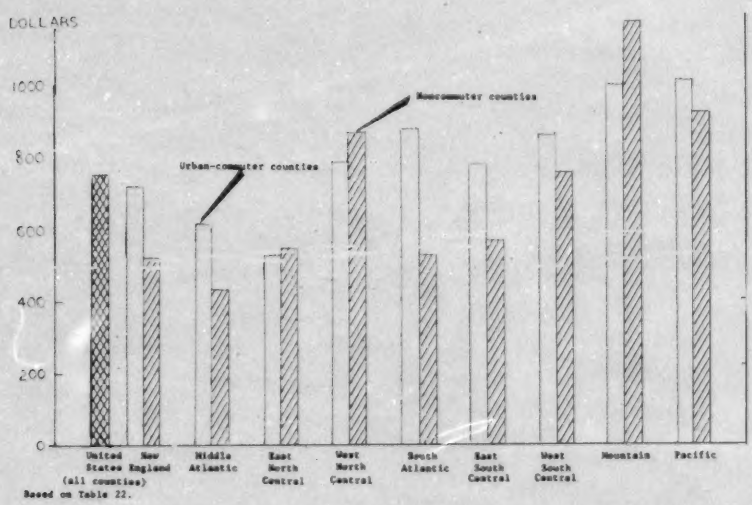


Figure 7

## Per Capita Federal Outlays by Type of Program

### HUMAN RESOURCE DEVELOPMENT FUNDS

Outlays for the 105 programs in human resource development totaled $55 billion (Table 21), or 35.6 percent of the funds for all selected programs in fiscal year 1970. Social Security and other retirement benefits, along with welfare payments, comprised 80 percent of human resource outlays. Funds for elementary and secondary education represented only 4.6 percent of the total for human resource development.

Per capita human resource outlays from all programs were 18.8 percent higher in noncommuter counties than in the urban-commuter counties—$310 compared with $261 (Table 23). Much of this difference results from larger Social Security and Federal welfare payments accruing to the noncommuter counties. But, in the light of a greater incidence of poverty in these areas, the higher income maintenance payments may still fall short of an equitable distribution of Federal outlays.

### COMMUNITY DEVELOPMENT

Per capita community development outlays for all programs were fairly equal in noncommuter and urban-commuter counties—$114 compared with $127 (Table 23). However, the community development program mix across the two county groups was quite different. Whereas per capita Federal funds for housing were more than twice as large in the urban counties as in the noncommuter counties ($77 as opposed to $33), transportation outlays were nearly twice as great in noncommuter counties as in the urban ones, and development loans were more than three times larger.

### AGRICULTURE AND NATURAL RESOURCES

As would be expected, per capita outlays for agriculture and natural resources were many times larger in noncommuter counties than in urban-commuter counties; in total, $212 compared with $23.

### DEFENSE

On the other hand, per capita Federal outlays for Defense heavily favored urban-commuter counties—$342 compared with $98 for noncommuter counties (Table 23).

TABLE 23.—PER CAPITA FEDERAL OUTLAYS FOR SPECIFIC PROGRAMS ACCRUING TO URBAN-COMMUTER AND NONCOMMUTER COUNTIES, FISCAL YEAR 1970

| General and specific programs | Urban commuter counties | Non-commuter counties | Total |
|---|---|---|---|
| Human resource development: | | | |
| Elementary and secondary education | $12 | $18 | $12 |
| Health services | 12 | 5 | 11 |
| Social Security, other retirement, and unemployment ins. | 177 | 212 | 181 |
| Welfare | 38 | 51 | 40 |
| Employment opportunities and manpower development and training | 7 | 7 | 7 |
| Total[1] | 261 | 310 | 267 |
| Community development: | | | |
| Urban renewal | 8 | 3 | 7 |
| Development grants | 5 | 3 | 5 |
| Development loans | 7 | 23 | 8 |
| Housing loans | 77 | 33 | 72 |
| Transportation | 27 | 47 | 29 |
| Total[1] | 127 | 114 | 126 |
| Agriculture and natural resources: | | | |
| Direct payments and conservation | 13 | 102 | 23 |
| Loans | 6 | 84 | 15 |
| Natural resources | 4 | 25 | 7 |
| Total[1] | 23 | 212 | 46 |
| Defense, NASA, and AEC: | | | |
| Defense payrolls | 126 | 41 | 116 |
| Defense contracts | 183 | 41 | 166 |
| Atomic Energy Commission | 13 | 15 | 13 |
| National Aeronautics and Space Administration | 20 | 1 | 18 |
| Total[1] | 342 | 98 | 313 |
| Total[1] | 753 | 734 | 751 |

[1] May not total due to exclusion of minor programs.

Source: Office of Economic Opportunity.

## Impact of Federal Program Funds

Interpretations of the causal relationship between Federal funds and the economic health of a county cannot be made solely on the evidence presented in the foregoing. Advanced stages of economic development may in fact be the cause of greater Federal outlays rather than the result. Also, many programs are targeted for populations that are not proportionately spread across the Nation. Thus, one would not expect funds for poverty programs or for farm commodity programs, for example, to be distributed nationally in the same proportion as the total population. It is not surprising to find a large volume of welfare payments accruing to low-income counties and a large portion of agricultural payments going to sparsely settled rural counties.

There are other Federal programs, such as national defense, space exploration, and basic health research, for which the ultimate target population is the Nation. Hence, the distribution of funds for these programs is determined not by the location of the beneficiary, but by the location of an intermediate producer of the final product (for example, an aircraft company or a university).

Federal programs also vary according to immediate or long-term impact. Some outlays, such as those for welfare purposes, have their primary intended effect soon after the funds leave the Federal Government. Other outlays, such as those used to finance highways or community services, yield their benefits over an extended period of time.

Although comparisons of per capita Federal outlays are made among the three groups of counties used in this study, equal distribution of per capita Federal outlays among county groups does not necessarily mean that the people living in these counties receive the same quality of services. In low-income, low-density rural counties, per capita Federal expenditures may need to be higher than in high-income, densely settled urban counties. For example, to insure access for all citizens to a formal education of comparable quality, it would appear necessary that per capita Federal outlays for elementary and secondary education be substantially higher in rural than urban counties. This is made necessary by the lesser ability of rural counties to raise school funds, the lower density of the rural school-age population, and poorer existing school facilities in rural counties.

APPENDIX TABLES

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19. Per capita Federal outlays by specific program type accruing to urban, commuter, and noncommuter counties, fiscal year 1970.

APPENDIX TABLE 1

SUMMARY OF TOTAL POPULATION AND NUMBER OF COUNTIES, BY STATES, 1970

| Geographic division, State, and county designation | 1970 total population | Number of counties |
|---|---|---|
| New England | 11, 841, 663 | 67 |
| Maine: | | |
| Total | 992, 048 | 16 |
| Urban | 792, 540 | 8 |
| Commuter | 39, 737 | 2 |
| Noncommuter | 159, 771 | 6 |
| New Hampshire: | | |
| Total | 737, 681 | 10 |
| Urban | 653, 893 | 7 |
| Commuter | 30, 949 | 1 |
| Noncommuter | 52, 839 | 2 |
| Vermont: | | |
| Total | 444, 330 | 14 |
| Urban | 276, 583 | 5 |
| Commuter | 21, 250 | 2 |
| Noncommuter | 146, 497 | 7 |
| Massachusetts: | | |
| Total | 5, 689, 170 | 14 |
| Urban | 5, 620, 069 | 11 |
| Commuter | 59, 210 | 1 |
| Noncommuter | 9, 891 | 2 |
| Rhode Island: | | |
| Total | 946, 725 | 5 |
| Urban | 946, 725 | 5 |
| Commuter | | |
| Noncommuter | | |
| Connecticut: | | |
| Total | 3, 031, 709 | 8 |
| Urban | 3, 031, 709 | 8 |
| Commuter | | |
| Noncommuter | | |
| Middle Atlantic | 37, 199, 040 | 146 |
| New York: | | |
| Total | 18, 236, 967 | 58 |
| Urban | 17, 699, 243 | 43 |
| Commuter | 454, 448 | 12 |
| Noncommuter | 83, 276 | 3 |
| New Jersey: | | |
| Total | 7, 168, 164 | 21 |
| Urban | 7, 098, 446 | 20 |
| Commuter | 69, 718 | 1 |
| Noncommuter | | |
| Pennsylvania: | | |
| Total | 11, 793, 909 | 67 |
| Urban | 11, 294, 872 | 47 |
| Commuter | 491, 941 | 19 |
| Noncommuter | 7, 096 | 1 |
| East north-central | 40, 252, 476 | 436 |
| Ohio: | | |
| Total | 10, 652, 017 | 88 |
| Urban | 9, 566, 136 | 49 |
| Commuter | 925, 961 | 33 |
| Noncommuter | 159, 920 | 6 |
| Indiana: | | |
| Total | 5, 193, 669 | 92 |
| Urban | 3, 910, 075 | 33 |
| Commuter | 889, 771 | 41 |
| Noncommuter | 393, 823 | 18 |
| Illinois: | | |
| Total | 11, 113, 976 | 102 |
| Urban | 9, 753, 551 | 32 |
| Commuter | 604, 342 | 29 |
| Noncommuter | 756, 083 | 41 |
| Michigan: | | |
| Total | 8, 875, 083 | 83 |
| Urban | 7, 658, 445 | 27 |
| Commuter | 409, 708 | 12 |
| Noncommuter | 806, 930 | 44 |
| Wisconsin: | | |
| Total | 4, 417, 731 | 71 |
| Urban | 3, 467, 723 | 25 |
| Commuter | 145, 638 | 5 |
| Noncommuter | 804, 370 | 41 |
| West north-central | 16, 319, 187 | 619 |
| Minnesota: | | |
| Total | 3, 804, 971 | 87 |
| Urban | 2, 442, 525 | 13 |
| Commuter | 291, 336 | 12 |
| Noncommuter | 1, 071, 110 | 62 |
| Iowa: | | |
| Total | 2, 824, 376 | 99 |
| Urban | 1, 505, 338 | 17 |
| Commuter | 192, 359 | 10 |
| Noncommuter | 1, 126, 679 | 72 |
| Missouri: | | |
| Total | 4, 676, 501 | 115 |
| Urban | 3, 226, 282 | 16 |
| Commuter | 330, 426 | 19 |
| Noncommuter | 1, 119, 793 | 80 |
| North Dakota: | | |
| Total | 617, 761 | 53 |
| Urban | 234, 029 | 4 |
| Commuter | | |
| Noncommuter | 383, 732 | 49 |
| South Dakota: | | |
| Total | 665, 507 | 67 |
| Urban | 191, 478 | 3 |
| Commuter | 21, 404 | 2 |
| Noncommuter | 452, 625 | 62 |
| Nebraska: | | |
| Total | 1, 483, 493 | 93 |
| Urban | 677, 111 | 5 |
| Commuter | 48, 404 | 3 |
| Noncommuter | 757, 978 | 85 |
| Kansas: | | |
| Total | 2, 246, 578 | 105 |
| Urban | 1, 264, 547 | 11 |
| Commuter | 133, 437 | 10 |
| Noncommuter | 848, 594 | 84 |

See footnotes at end of table

APPENDIX TABLE 1—Continued

SUMMARY OF TOTAL POPULATION AND NUMBER OF COUNTIES, BY STATES, 1970—Continued

| Geographic division, State, and county designation | 1970 total population | Number of counties |
|---|---|---|
| South Atlantic | 30,671,337 | 555 |
| Delaware: | | |
| Total | 548,104 | 3 |
| Urban | 548,104 | 3 |
| Commuter | | |
| Noncommuter | | |
| Maryland: | | |
| Total | 3,922,399 | 24 |
| Urban | 3,634,373 | 13 |
| Commuter | 152,983 | 6 |
| Noncommuter | 135,043 | 5 |
| District of Columbia: | | |
| Urban | 756,510 | 1 |
| Virginia: | | |
| Total | 4,648,494 | 100 |
| Urban | 3,334,508 | 23 |
| Commuter | 622,127 | 37 |
| Noncommuter | 691,859 | 40 |
| West Virginia: | | |
| Total | 1,744,237 | 55 |
| Urban | 894,937 | 11 |
| Commuter | 316,415 | 17 |
| Noncommuter | 532,885 | 27 |
| North Carolina: | | |
| Total | 5,082,059 | 100 |
| Urban | 3,873,332 | 41 |
| Commuter | 568,832 | 26 |
| Noncommuter | 639,895 | 33 |
| South Carolina: | | |
| Total | 2,590,516 | 46 |
| Urban | 2,013,270 | 21 |
| Commuter | 297,617 | 14 |
| Noncommuter | 279,629 | 11 |
| Georgia: | | |
| Total | 4,589,575 | 159 |
| Urban | 2,730,577 | 22 |
| Commuter | 748,740 | 51 |
| Noncommuter | 1,110,258 | 86 |
| Florida: | | |
| Total | 6,789,443 | 67 |
| Urban | 6,123,925 | 26 |
| Commuter | 156,168 | 8 |
| Noncommuter | 509,350 | 33 |
| East south-central | 12,803,470 | 364 |
| Kentucky: | | |
| Total | 3,218,706 | 120 |
| Urban | 1,469,539 | 19 |
| Commuter | 454,792 | 20 |
| Noncommuter | 1,294,375 | 81 |
| Tennessee: | | |
| Total | 3,923,687 | 95 |
| Urban | 2,616,668 | 21 |
| Commuter | 617,295 | 31 |
| Noncommuter | 689,724 | 43 |
| Alabama: | | |
| Total | 3,444,165 | 67 |
| Urban | 2,286,100 | 19 |
| Commuter | 691,363 | 26 |
| Noncommuter | 466,702 | 22 |
| Mississippi: | | |
| Total | 2,216,912 | 82 |
| Urban | 911,459 | 12 |
| Commuter | 227,593 | 13 |
| Noncommuter | 1,077,860 | 57 |
| West south-central | 19,320,560 | 470 |
| Arkansas: | | |
| Total | 1,923,295 | 75 |
| Urban | 874,779 | 11 |
| Commuter | 173,503 | 10 |
| Noncommuter | 875,013 | 54 |
| Louisiana: | | |
| Total | 3,641,306 | 64 |
| Urban | 2,670,832 | 21 |
| Commuter | 415,866 | 16 |
| Noncommuter | 554,608 | 27 |
| Oklahoma: | | |
| Total | 2,559,229 | 77 |
| Urban | 1,581,248 | 15 |
| Commuter | 224,132 | 13 |
| Noncommuter | 753,849 | 49 |
| Texas: | | |
| Total | 11,196,730 | 254 |
| Urban | 8,431,979 | 39 |
| Commuter | 772,592 | 37 |
| Noncommuter | 1,992,159 | 178 |
| Mountain | 8,281,562 | 278 |
| Montana: | | |
| Total | 694,409 | 56 |
| Urban | 269,415 | 4 |
| Commuter | | |
| Noncommuter | 424,994 | 52 |
| Idaho: | | |
| Total | 712,567 | 44 |
| Urban | 349,151 | 6 |
| Commuter | 46,951 | 2 |
| Noncommuter | 316,465 | 36 |
| Wyoming: | | |
| Total | 332,416 | 23 |
| Urban | 107,624 | 2 |
| Commuter | | |
| Noncommuter | 224,792 | 21 |
| Colorado: | | |
| Total | 2,207,259 | 1 |
| Urban | 1,815,310 | 1 |
| Commuter | 42,842 | 6 |
| Noncommuter | 349,107 | 47 |

See footnotes at end of table.

APPENDIX TABLE 1—Continued

SUMMARY OF TOTAL POPULATION AND NUMBER OF COUNTIES, BY STATES, 1970—Continued

| Geographic division, State, and county designation | 1970 total population | Number of counties |
|---|---|---|
| New Mexico: | | |
| Total | 1,016,000 | 32 |
| Urban | 706,442 | 9 |
| Commuter | 58,031 | 2 |
| Noncommuter | 251,527 | 21 |
| Arizona: | | |
| Total | 1,770,900 | 14 |
| Urban | 1,558,168 | 6 |
| Commuter | | |
| Noncommuter | 212,732 | 8 |
| Utah: | | |
| Total | 1,059,273 | 29 |
| Urban | 864,020 | 5 |
| Commuter | 18,146 | 4 |
| Noncommuter | 177,107 | 20 |
| Nevada: | | |
| Total | 488,738 | 17 |
| Urban | 394,356 | 2 |
| Commuter | | |
| Noncommuter | 94,382 | 15 |
| Pacific | 26,522,631 | 161 |
| Washington: | | |
| Total | 3,409,169 | 39 |
| Urban | 2,933,624 | 14 |
| Commuter | 77,321 | 4 |
| Noncommuter | 398,225 | 21 |
| Oregon: | | |
| Total | 2,091,385 | 36 |
| Urban | 1,643,844 | 11 |
| Commuter | 104,352 | 3 |
| Noncommuter | 343,189 | 22 |
| California: | | |
| Total | 19,953,134 | 58 |
| Urban | 19,485,576 | 34 |
| Commuter | 68,281 | 2 |
| Noncommuter | 399,277 | 22 |
| Alaska: | | |
| Total | 300,382 | [3] 24 |
| Urban | 62,800 | 2 |
| Commuter | 14,250 | 1 |
| Noncommuter | 223,332 | 21 |
| Hawaii: | | |
| Total | 768,561 | 4 |
| Urban | 738,800 | 3 |
| Commuter | | |
| Noncommuter | 29,761 | 1 |
| United States: | | |
| Total | 203,211,926 | 3,096 |
| Urban | 166,992,590 | 806 |
| Commuter | 12,030,230 | 572 |
| Noncommuter | 24,189,106 | 1,718 |

[1] 5 boroughs of New York City combined, not counted separately
[2] 28 independent cities combined with counties in which they are located.
[3] Election districts consolidated from 29 census divisions.

Source: U.S. Census of Population, 1970.

APPENDIX TABLE 2.—U.S. POPULATION BY RESIDENCE AND COUNTY DESIGNATION, 1970 AND 1960

[In millions]

| Residence | United States | County designation | | |
|---|---|---|---|---|
| | | Urban | Commuter | Noncommuter |
| United States (1970): | | | | |
| Number | 203.2 | 167.0 | 12.0 | 24.2 |
| Percent | 100.0 | 82.0 | 6.0 | 12.0 |
| Urban: | | | | |
| Number | 149.2 | 138.2 | 3.1 | 7.8 |
| Percent | 100.0 | 92.6 | 2.1 | 5.2 |
| Rural: | | | | |
| Number | 54.0 | 28.7 | 8.9 | 16.3 |
| Percent | 100.0 | 53.2 | 16.5 | 30.2 |
| United States (1960): | | | | |
| Number | 179.3 | 144.0 | 11.0 | 24.4 |
| Percent | 100.0 | 80.3 | 6.1 | 13.6 |
| Urban: | | | | |
| Number | 125.3 | 115.6 | 2.5 | 7.2 |
| Percent | 100.0 | 92.3 | 2.0 | 5.7 |
| Rural: | | | | |
| Number | 54.0 | 28.3 | 8.4 | 17.2 |
| Percent | 100.0 | 52.4 | 15.6 | 31.9 |
| Total percent change, 1960–70 | 13.3 | 16.0 | 9.6 | −0.9 |

APPENDIX TABLE 3.—POPULATION CHANGE, 1960–70, BY GEOGRAPHIC DIVISION AND COUNTY DESIGNATION

| Geographic division | Total | | County designation | | | | | |
|---|---|---|---|---|---|---|---|---|
| | | | Urban | | Commuter | | Noncommuter | |
| | Number | Percent | Number | Percent | Number | Percent | Number | Percent |
| New England | 1,332,296 | 12.7 | 1,306,204 | 13.0 | 3,102 | 6.4 | 16,990 | 4.8 |
| Middle Atlantic | 2,984,361 | 8.7 | 2,903,057 | 8.8 | 82,827 | 8.9 | −1,523 | −1.7 |
| East north central | 4,019,765 | 11.1 | 3,746,645 | 12.2 | 205,977 | 7.4 | 67,143 | 2.4 |
| West north central | 925,072 | 6.0 | 1,131,960 | 13.5 | 69,390 | 7.3 | −276,278 | −4.6 |
| South Atlantic | 4,699,605 | 18.1 | 4,493,811 | 23.1 | 248,079 | 9.5 | −42,285 | −1.1 |
| East south central | 753,218 | 6.3 | 704,228 | 10.7 | 155,669 | 8.5 | −106,679 | −2.9 |
| West south central | 2,369,305 | 14.0 | 2,250,908 | 19.9 | 203,655 | 14.7 | −85,259 | −2.0 |
| Mountain | 1,414,306 | 20.6 | 1,325,649 | 28.0 | 20,038 | 13.7 | 67,649 | 3.4 |
| Pacific | 5,114,583 | 25.1 | 4,987,408 | 26.1 | 46,830 | 23.1 | 80,285 | 7.6 |
| United States | 23,612,498 | 13.3 | 22,850,828 | 15.9 | 1,041,598 | 9.5 | −279,957 | −1.2 |

APPENDIX TABLE 4.—NET MIGRATION, 1960–70, BY GEOGRAPHIC DIVISION AND COUNTY DESIGNATION

| Geographic division | Total | | County designation | | | | | |
|---|---|---|---|---|---|---|---|---|
| | | | Urban | | Commuter | | Noncommuter | |
| | Number | Percent | Number | Percent | Number | Percent | Number | Percent |
| New England | 310,078 | 3.0 | 315,906 | 3.2 | −35 | −0.0 | −5,791 | −1.6 |
| Middle Atlantic | 8,778 | 0.0 | −190 | 0.0 | 17,822 | 1.9 | −8,852 | −9.6 |
| East north central | −152,756 | −.4 | −9,328 | 0.0 | −28,273 | −1.0 | −115,153 | −4.0 |
| West north central | −603,956 | −3.9 | 44,390 | .5 | 2,673 | .3 | −651,019 | −10.8 |
| South Atlantic | 1,345,483 | 5.2 | 1,877,884 | 9.6 | −55,584 | −2.1 | −471,819 | −12.0 |
| East south central | −608,232 | −5.8 | −160,952 | −2.4 | −48,769 | −2.7 | −489,210 | −13.5 |
| West south central | −43,719 | −.3 | 373,097 | 3.3 | 62,586 | 4.5 | −479,402 | −11.3 |
| Mountain | 305,215 | 4.5 | 497,379 | 10.5 | 582 | .4 | −192,745 | −9.8 |
| Pacific | 2,520,758 | 12.4 | 2,498,821 | 13.1 | 28,724 | 14.1 | −6,787 | −.6 |
| United States | 2,990,999 | 1.7 | 5,432,021 | 3.8 | −20,277 | −.2 | −2,420,770 | −10.0 |

Source: U.S. Census of Population, 1970 and 1960.

APPENDIX TABLE 5.—AGE DISTRIBUTION OF THE U.S. POPULATION BY GEOGRAPHIC DIVISION AND COUNTY DESIGNATION, 1970

| Geographic division | Total population (thousands)[1] | Percent | | | | |
|---|---|---|---|---|---|---|
| | | Under 6 | 6 to 17 | 18 to 34 | 35 to 64 | 65 and over |
| New England | 11,841.7 | 10.2 | 23.1 | 23.4 | 32.5 | 10.7 |
| Urban | 11,321.5 | 10.2 | 23.1 | 23.5 | 32.5 | 10.6 |
| Commuter | 151.1 | 10.0 | 23.8 | 21.0 | 32.6 | 12.5 |
| Noncommuter | 369.0 | 10.2 | 24.1 | 20.7 | 31.9 | 13.0 |
| Middle Atlantic | 37,199.0 | 9.9 | 22.6 | 22.6 | 34.4 | 10.6 |
| Urban | 36,092.6 | 9.9 | 22.5 | 22.6 | 34.4 | 10.5 |
| Commuter | 1,016.1 | 10.2 | 23.9 | 22.1 | 32.0 | 11.8 |
| Noncommuter | 90.4 | 10.9 | 25.9 | 19.6 | 31.7 | 12.0 |
| East north central | 40,252.5 | 10.6 | 24.7 | 23.6 | 31.7 | 9.5 |
| Urban | 34,355.9 | 10.7 | 24.6 | 24.1 | 31.7 | 8.9 |
| Commuter | 2,975.4 | 10.5 | 25.3 | 21.3 | 31.1 | 11.7 |
| Noncommuter | 2,921.1 | 9.8 | 24.6 | 20.3 | 31.9 | 13.4 |
| West north central | 16,319.2 | 10.0 | 24.5 | 22.9 | 30.9 | 11.7 |
| Urban | 9,541.3 | 10.6 | 24.3 | 25.5 | 30.0 | 9.6 |
| Commuter | 1,017.4 | 10.0 | 25.1 | 20.4 | 30.9 | 13.6 |
| Noncommuter | 5,760.5 | 9.2 | 24.6 | 19.0 | 32.3 | 14.9 |
| South Atlantic | 30,671.3 | 10.3 | 23.8 | 24.8 | 31.5 | 9.6 |
| Urban | 23,909.5 | 10.2 | 23.3 | 25.6 | 31.6 | 9.3 |
| Commuter | 2,862.9 | 11.0 | 25.3 | 23.1 | 31.1 | 9.5 |
| Noncommuter | 3,898.9 | 10.5 | 25.3 | 21.6 | 31.7 | 10.9 |
| East south central | 12,803.5 | 10.6 | 24.7 | 23.8 | 30.9 | 9.9 |
| Urban | 7,283.8 | 10.5 | 24.5 | 25.2 | 31.0 | 8.8 |
| Commuter | 1,991.0 | 10.9 | 25.0 | 22.7 | 31.0 | 10.4 |
| Noncommuter | 3,528.7 | 10.6 | 25.0 | 21.6 | 30.8 | 11.9 |
| West south central | 19,320.6 | 10.8 | 24.8 | 24.3 | 30.6 | 9.5 |
| Urban | 13,558.8 | 11.2 | 25.1 | 25.9 | 30.0 | 7.9 |
| Commuter | 1,586.1 | 10.4 | 24.9 | 22.0 | 30.6 | 12.0 |
| Noncommuter | 4,175.6 | 9.7 | 24.1 | 20.0 | 32.2 | 13.8 |
| Mountain | 8,281.6 | 11.0 | 25.9 | 24.8 | 29.9 | 8.4 |
| Urban | 6,064.5 | 11.0 | 25.5 | 26.0 | 29.6 | 7.9 |
| Commuter | 166.0 | 11.3 | 27.8 | 21.0 | 30.2 | 9.7 |
| Noncommuter | 2,051.1 | 10.8 | 27.0 | 21.5 | 30.9 | 9.8 |
| Pacific | 26,522.6 | 10.1 | 23.4 | 25.6 | 31.9 | 9.1 |
| Urban | 24,976.4 | 10.1 | 23.4 | 25.8 | 31.8 | 8.9 |
| Commuter | 266.5 | 9.6 | 25.6 | 21.7 | 32.4 | 10.7 |
| Noncommuter | 1,279.7 | 9.5 | 24.7 | 21.6 | 33.2 | 11.0 |
| United States | 203,211.9 | 10.3 | 24.0 | 23.9 | 31.9 | 9.9 |
| Urban | 166,992.6 | 10.4 | 23.7 | 24.5 | 32.0 | 9.4 |
| Commuter | 12,030.2 | 10.6 | 25.1 | 22.1 | 31.1 | 11.1 |
| Noncommuter | 24,189.1 | 9.9 | 24.9 | 20.5 | 31.9 | 12.8 |

[1] Due to rounding, figures may not add to totals.

Source: U.S. Census of Population, 1970.

APPENDIX TABLE 6.--GROWTH OR DECLINE IN POPULATION OF TOWNS BY SIZE, AMONG URBAN, COMMUTER, AND NONCOMMUTER COUNTIES, 1960–70

| County designation and town size[1] | Number of towns | Percent of towns declining 1960–70 | Percent of towns growing, 1960–70 by— | |
|---|---|---|---|---|
| | | | Less than 15 percent | 15 percent or more |
| **URBAN COUNTIES** | | | | |
| All places | 7,455 | 27.6 | 29.5 | 43.0 |
| 10,000 or more population | 1,430 | 29.8 | 31.4 | 38.8 |
| 2,500 to 9,999 | 1,669 | 25.3 | 27.0 | 47.8 |
| 1,000 to 2,499 | 1,516 | 24.1 | 30.4 | 45.4 |
| 500 to 999 | 1,229 | 26.0 | 33.6 | 40.4 |
| Under 500 | 1,611 | 32.3 | 26.3 | 41.4 |
| **COMMUTER COUNTIES** | | | | |
| All places | 2,834 | 33.7 | 35.3 | 31.1 |
| 10,000 or more population | 43 | 23.3 | 46.5 | 30.2 |
| 2,500 to 9,999 | 400 | 27.5 | 44.0 | 28.5 |
| 1,000 to 2,499 | 633 | 28.4 | 36.7 | 34.9 |
| 500 to 999 | 600 | 33.0 | 37.3 | 29.2 |
| Under 500 | 1,158 | 39.4 | 29.7 | 30.9 |
| **NONCOMMUTER COUNTIES** | | | | |
| All places | 7,537 | 51.5 | 29.0 | 19.5 |
| 10,000 or more population | 175 | 42.9 | 37.1 | 20.0 |
| 2,500 to 9,999 | 963 | 38.7 | 38.3 | 22.9 |
| 1,000 to 2,499 | 1,339 | 42.7 | 37.3 | 20.0 |
| 500 to 999 | 1,398 | 47.9 | 32.5 | 19.7 |
| Under 500 | 3,662 | 59.9 | 21.8 | 18.3 |

[1] Town size as of 1960.

Source: U.S. Census of Population, 1970 and 1960.

APPENDIX TABLE 7.—SELECTED CHARACTERISTICS OF URBAN, COMMUTER, AND NONCOMMUTER COUNTIES

| Item | Urban commuter counties | | | | |
|---|---|---|---|---|---|
| | Urban counties | Commuter counties | Total | Noncommuter counties | Total |
| Poverty population, 1960 (thousands) | 26,026 | 3,925 | 29,951 | 9,603 | 39,554 |
| Percent of United States | 65.8 | 9.9 | 75.7 | 24.3 | 100.0 |
| Percent in poverty, 1960 | 18.1 | 35.7 | 19.3 | 39.5 | 22.1 |
| | Percent of all counties | | | | |
| Per capita income, 1967: | | | | | |
| Lowest decile | (1) | (1) | 8.8 | 10.5 | 9.7 |
| 2d to 5th decile | (1) | (1) | 28.5 | 47.1 | 38.8 |
| 6th to 9th decile | (1) | (1) | 43.7 | 34.9 | 38.8 |
| Highest decile | (1) | (1) | 14.9 | 5.6 | 9.7 |
| No income data available | (1) | (1) | 4.1 | 1.9 | 2.9 |
| Population growth, 1960–70: | | | | | |
| Less than −5 percent | 4.3 | 11.9 | 7.5 | 45.2 | 28.4 |
| −5 to 0 percent | 9.8 | 16.3 | 12.5 | 18.0 | 15.5 |
| 0.1 to 13.3 percent | 37.6 | 44.1 | 40.3 | 24.8 | 31.7 |
| Greater than U.S. average (13.3 percent) | 48.3 | 27.8 | 39.8 | 12.0 | 24.3 |
| County Population, 1970: | | | | | |
| 100,000 and over | 42.7 | 0.0 | 25.0 | 0.0 | 11.1 |
| 50,000 to 99,999 | 39.3 | 2.4 | 24.0 | .3 | 10.8 |
| 25,000 to 49,999 | 17.5 | 30.6 | 22.9 | 14.4 | 18.2 |
| 10,000 to 21,999 | .6 | 46.0 | 19.4 | 42.1 | 32.0 |
| 5,000 to 9,999 | 0.0 | 18.2 | 7.5 | 25.6 | 17.6 |
| 2,500 to 4,999 | 0.0 | 2.3 | .9 | 11.5 | 6.8 |
| Less than 2,500 | 0.0 | .5 | .2 | 5.9 | 3.4 |
| Size of principal city, 1960: | | | | | |
| SMSA | 50.7 | 6.8 | 32.5 | 0.0 | 14.6 |
| 25,000 to 49,999 | 17.9 | 0.0 | 10.4 | 0.0 | 4.6 |
| 10,000 to 24,999 | 23.9 | 5.8 | 16.3 | 9.9 | 12.8 |
| 5,000 to 9,999 | 6.3 | 21.0 | 12.4 | 20.1 | 16.7 |
| 2,500 to 4,999 | 1.0 | 27.1 | 11.8 | 25.7 | 19.5 |
| Under 2,500 | .2 | 39.3 | 16.5 | 44.2 | 31.9 |
| Census division: | | | | | |
| New England | 5.5 | 1.0 | 3.6 | 1.0 | 2.2 |
| Middle Atlantic | 14.1 | 5.6 | 10.6 | .2 | 4.8 |
| East North Central | 20.6 | 21.0 | 20.8 | 8.8 | 14.1 |
| West North Central | 8.6 | 9.8 | 9.1 | 28.7 | 20.0 |
| South Atlantic | 19.7 | 27.8 | 23.1 | 13.7 | 17.9 |
| East South Central | 7.7 | 17.3 | 11.7 | 11.8 | 11.7 |
| West South Central | 10.7 | 13.3 | 11.8 | 17.8 | 15.2 |
| Mountain | 5.2 | 2.4 | 4.1 | 12.9 | 9.0 |
| Pacific | 7.9 | 1.7 | 5.4 | 5.3 | 5.2 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |

[1] Income was reported by place of work. Therefore, individual estimates for urban and commuter counties do not depict the true income of the 2 groups.

Source: Office of Economic Opportunity, Office of Business Economics, and U.S. Census of Population, 1970 and 1960.

APPENDIX TABLE 8.—PERCENT DISTRIBUTION OF EARNINGS BY SOURCE FOR GEOGRAPHIC DIVISIONS, URBAN-COMMUTER AND NONCOMMUTER COUNTIES, 1967

| Source of earnings | New England | | Middle Atlantic | | East North Central | | West North Central | | South Atlantic | |
|---|---|---|---|---|---|---|---|---|---|---|
| | Urban-commuter counties | Noncommuter counties | Urban-commuter counties | Noncommuter counties | Urban-commuter counties | Noncommuter counties | Urban-commuter counties | Noncommuter counties | Urban-commuter counties | Noncommuter counties |
| Farm | 0.7 | 6.5 | 0.9 | 3.6 | 2.1 | 12.2 | 3.3 | 28.6 | 2.5 | 13.5 |
| Federal Government | 5.3 | 5.2 | 3.8 | 3.1 | 3.2 | 4.9 | 5.9 | 4.4 | 15.7 | 6.4 |
| State and local government | 8.4 | 10.7 | 9.4 | 20.4 | 8.2 | 15.4 | 8.4 | 12.7 | 8.5 | 13.7 |
| Manufacturing | 36.7 | 30.8 | 32.6 | 22.6 | 40.3 | 24.3 | 28.6 | 11.5 | 23.7 | 25.7 |
| Mining | .1 | .1 | .4 | .1 | .4 | 2.4 | .6 | 1.0 | .5 | 4.8 |
| Construction | 6.0 | 7.5 | 5.4 | 6.4 | 6.1 | 4.9 | 6.6 | 4.7 | 6.3 | 4.0 |
| Transportation and utilities | 5.5 | 4.6 | 7.8 | 3.9 | 6.5 | 5.6 | 8.7 | 5.3 | 7.0 | 4.5 |
| Wholesale and retail trade | 15.7 | 14.6 | 16.8 | 15.2 | 16.4 | 16.2 | 18.5 | 16.9 | 16.3 | 13.3 |
| Finance, insurance, and real estate | 5.7 | 2.4 | 6.6 | 1.9 | 4.4 | 2.3 | 5.5 | 2.6 | 4.9 | 2.1 |
| Services | 15.5 | 15.2 | 16.0 | 17.1 | 12.5 | 10.5 | 13.7 | 10.7 | 14.3 | 10.0 |
| Other earnings | .3 | 1.0 | .2 | .4 | .1 | .4 | .2 | .5 | .2 | .7 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |
| Total dollars (in millions) | 30,339.7 | 670.2 | 104,457.0 | 172.3 | 103,883.8 | 5,387.5 | 27,387.7 | 10,626.9 | 60,088.3 | 6,087.1 |

| Source of earnings | East South Central | | West South Central | | Mountain | | Pacific | | United States | |
|---|---|---|---|---|---|---|---|---|---|---|
| | Urban-commuter counties | Noncommuter counties | Urban-commuter counties | Noncommuter counties | Urban-commuter counties | Noncommuter counties | Urban-commuter counties | Noncommuter counties | Urban-commuter counties | Noncommuter counties |
| Farm | 3.2 | 18.1 | 2.3 | 20.9 | 3.4 | 16.4 | 2.5 | 12.4 | 2.0 | 19.0 |
| Federal Government | 10.6 | 4.7 | 10.7 | 5.7 | 12.4 | 9.9 | 8.3 | 8.3 | 7.2 | 5.8 |
| State and local government | 8.4 | 13.0 | 8.5 | 13.5 | 10.9 | 15.1 | 11.4 | 16.9 | 9.1 | 13.8 |
| Manufacturing | 30.3 | 23.9 | 20.6 | 14.4 | 15.0 | 8.1 | 25.9 | 20.4 | 30.7 | 17.8 |
| Mining | .6 | 3.7 | 4.4 | 5.3 | 2.5 | 6.4 | .5 | .7 | .8 | 3.3 |
| Construction | 6.2 | 5.0 | 7.5 | 5.2 | 6.8 | 6.0 | 5.7 | 6.7 | 6.1 | 5.1 |
| Transportation and utilities | 6.5 | 4.6 | 8.3 | 5.4 | 8.1 | 7.0 | 7.1 | 5.4 | 7.2 | 5.3 |
| Wholesale and retail trade | 16.4 | 13.8 | 18.4 | 14.8 | 17.8 | 13.5 | 17.1 | 15.1 | 16.8 | 15.1 |
| Finance, insurance, and real estate | 4.4 | 2.0 | 5.4 | 2.6 | 5.4 | 2.3 | 5.4 | 2.2 | 5.4 | 2.3 |
| Services | 13.3 | 9.7 | 13.8 | 10.4 | 17.6 | 13.7 | 15.8 | 10.5 | 14.5 | 10.8 |
| Other earnings | .1 | .3 | .2 | .6 | .2 | .4 | .3 | .9 | .2 | .5 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |
| Total dollars (in millions) | 19,164.3 | 4,790.7 | 32,556.5 | 6,777.9 | 13,813.1 | 4,108.1 | 67,677.3 | 2,550.2 | 459,367.2 | 41,170.9 |

Source: Unpublished estimates of personal income by counties, from Bureau of Economic Analysis, U.S. Department of Commerce.

APPENDIX TABLE 9.--STATUS OF OCCUPIED HOUSING UNITS FOR URBAN, COMMUTER, AND NONCOMMUTER COUNTIES IN THE UNITED STATES, 1970

| Units and county designation | Number | Percent |
|---|---|---|
| All units: | | |
| Urban | 52, 277, 366 | 82. 4 |
| Commuter | 3, 641, 480 | 5. 7 |
| Noncommuter | 7, 519, 709 | 11. 9 |
| Total | 63, 438, 555 | 100. 0 |
| Units lacking complete plumbing: | | |
| Urban | 2, 011, 806 | 53. 1 |
| Commuter | 554, 490 | 14. 7 |
| Noncommuter | 1, 217, 535 | 32. 2 |
| Total | 3, 783, 831 | 100. 0 |
| Units crowded (more than 1 person/room): | | |
| Urban | 4, 091, 702 | 78. 4 |
| Commuter | 356, 778 | 6. 8 |
| Noncommuter | 769, 081 | 14. 8 |
| Total | 5, 217, 561 | 100. 0 |
| Units lacking complete plumbing or crowded: | | |
| Urban | 5, 761, 178 | 69. 8 |
| Commuter | 784, 539 | 9. 5 |
| Noncommuter | 1, 705, 898 | 20. 7 |
| Total | 8, 251, 615 | 100. 0 |

Source: 1970 Census of Housing.

APPENDIX TABLE 10.--OWNER-OCCUPIED AND RENTER-OCCUPIED HOUSING UNITS BY URBAN, COMMUTER, AND NONCOMMUTER COUNTIES, 1970

| Units and county designation | Owner-occupied | | Renter-occupied | |
|---|---|---|---|---|
| | Number | Percent | Number | Percent |
| All units: | | | | |
| Urban | 31, 853, 104 | 79. 9 | 20, 424, 232 | 86. 6 |
| Commuter | 2, 680, 987 | 6. 7 | 960, 493 | 4. 1 |
| Noncommuter | 5, 336, 088 | 13. 4 | 2, 183, 621 | 9. 3 |
| Total | 39, 870, 179 | 100. 0 | 23, 568, 346 | 100. 0 |
| Units lacking plumbing: | | | | |
| Urban | 817, 403 | 45. 0 | 1, 194, 403 | 60. 7 |
| Commuter | 314, 462 | 17. 3 | 240, 028 | 12. 2 |
| Noncommuter | 683, 693 | 37. 7 | 533, 891 | 27. 1 |
| Total | 1, 815, 558 | 100. 0 | 1, 968, 322 | 100. 0 |
| Units crowded: | | | | |
| Urban | 2, 020, 145 | 75. 8 | 2, 071, 557 | 81. 2 |
| Commuter | 212, 195 | 8. 0 | 144, 464 | 5. 7 |
| Noncommuter | 433, 522 | 16. 2 | 335, 555 | 13. 1 |
| Total | 2, 665, 862 | 100. 0 | 2, 551, 576 | 100. 0 |
| Units inadequate: | | | | |
| Urban | 2, 708, 906 | 65. 0 | 3, 052, 272 | 74. 8 |
| Commuter | 469, 349 | 11. 3 | 315, 190 | 7. 7 |
| Noncommuter | 989, 701 | 23. 7 | 716, 242 | 17. 5 |
| Total | 4, 167, 956 | 100. 0 | 4, 083, 704 | 100. 0 |

Source: 1970 Census of Housing.

APPENDIX TABLE 11. PERCENT OF OCCUPIED HOUSING LACKING COMPLETE PLUMBING AND HAVING MORE THAN 1 PERSON PER ROOM, BY TENURE AND GEOGRAPHIC DIVISIONS, FOR URBAN, COMMUTER, AND NONCOMMUTER COUNTIES, 1970

| Item | Total number occupied | Percent of total occupied | | |
|---|---|---|---|---|
| | | Lack complete plumbing | More than 1 person per room | Lack complete plumbing and/or more than 1 person per room |
| New England: | | | | |
| All units: | | | | |
| Urban | 3,481,431 | 3.7 | 6.2 | 9.5 |
| Commuter | 48,527 | 9.0 | 5.7 | 13.6 |
| Noncommuter | 115,367 | 12.6 | 6.8 | 17.6 |
| Total | 3,645,325 | 4.0 | 6.1 | 9.8 |
| Owned: | | | | |
| Urban | 2,099,990 | 2.4 | 5.5 | 7.6 |
| Commuter | 34,712 | 8.0 | 5.3 | 12.2 |
| Noncommuter | 87,030 | 12.2 | 6.4 | 16.8 |
| Total | 2,221,732 | 2.8 | 5.5 | 8.1 |
| Rented: | | | | |
| Urban | 1,381,441 | 5.6 | 7.3 | 12.4 |
| Commuter | 13,815 | 11.6 | 6.8 | 17.2 |
| Noncommuter | 28,337 | 14.1 | 7.9 | 20.0 |
| Total | 1,423,593 | 5.8 | 7.3 | 12.6 |
| Middle Atlantic: | | | | |
| All units: | | | | |
| Urban | 11,504,521 | 3.1 | 6.7 | 9.4 |
| Commuter | 305,404 | 7.8 | 5.6 | 12.4 |
| Noncommuter | 27,528 | 9.1 | 7.5 | 15.2 |
| Total | 11,837,453 | 3.2 | 6.6 | 9.5 |
| Owned: | | | | |
| Urban | 6,442,609 | 2.0 | 4.6 | 6.4 |
| Commuter | 231,745 | 6.5 | 5.0 | 10.8 |
| Noncommuter | 20,373 | 7.8 | 7.4 | 13.8 |
| Total | 6,694,725 | 2.2 | 4.6 | 6.6 |
| Rented: | | | | |
| Urban | 5,061,912 | 4.4 | 9.3 | 13.2 |
| Commuter | 73,659 | 11.7 | 7.2 | 17.4 |
| Noncommuter | 7,155 | 13.0 | 7.9 | 19.1 |
| Total | 5,142,726 | 4.5 | 9.3 | 13.3 |
| East North Central States: | | | | |
| All units: | | | | |
| Urban | 10,543,004 | 3.3 | 7.4 | 10.4 |
| Commuter | 919,582 | 8.9 | 7.1 | 14.8 |
| Noncommuter | 920,341 | 11.0 | 7.4 | 17.0 |
| Total | 12,382,927 | 4.3 | 7.4 | 11.2 |
| Owned: | | | | |
| Urban | 6,938,690 | 2.2 | 6.9 | 8.9 |
| Commuter | 701,326 | 7.6 | 6.4 | 13.1 |
| Noncommuter | 713,026 | 9.8 | 7.0 | 15.5 |
| Total | 8,353,042 | 3.3 | 6.9 | 9.8 |
| Rented: | | | | |
| Urban | 3,604,314 | 5.6 | 8.4 | 13.4 |
| Commuter | 218,256 | 13.0 | 9.4 | 20.3 |
| Noncommuter | 207,315 | 15.1 | 9.0 | 21.8 |
| Total | 4,029,885 | 6.5 | 8.5 | 14.2 |

APPENDIX TABLE 11.—PERCENT OF OCCUPIED HOUSING LACKING COMPLETE PLUMBING AND HAVING MORE THAN 1 PERSON PER ROOM, BY TENURE AND GEOGRAPHIC DIVISIONS, FOR URBAN, COMMUTER, AND NONCOMMUTER COUNTIES, 1970

| Item | Total number occupied | Percent of total occupied | | |
|---|---|---|---|---|
| | | Lack complete plumbing | More than 1 person per room | Lack complete plumbing and/or more than 1 person per room |
| West North Central States: | | | | |
| All units: | | | | |
| Urban | 2,972,631 | 3.9 | 7.3 | 10.9 |
| Commuter | 317,816 | 10.0 | 7.6 | 16.3 |
| Noncommuter | 1,863,882 | 10.1 | 6.8 | 15.6 |
| Total | 5,154,329 | 6.5 | 7.2 | 13.0 |
| Owned: | | | | |
| Urban | 1,951,037 | 2.3 | 7.1 | 9.2 |
| Commuter | 243,337 | 8.8 | 7.1 | 14.8 |
| Noncommuter | 1,375,093 | 9.1 | 6.0 | 14.1 |
| Total | 3,569,467 | 5.4 | 6.7 | 11.5 |
| Rented: | | | | |
| Urban | 1,021,594 | 7.0 | 7.8 | 14.2 |
| Commuter | 74,479 | 13.7 | 9.5 | 21.0 |
| Noncommuter | 488,789 | 13.0 | 8.8 | 19.9 |
| Total | 1,584,862 | 9.2 | 8.2 | 16.3 |
| South Atlantic States: | | | | |
| All units: | | | | |
| Urban | 7,436,058 | 6.1 | 8.5 | 13.2 |
| Commuter | 837,657 | 22.9 | 12.0 | 28.8 |
| Noncommuter | 1,159,784 | 25.6 | 12.8 | 31.6 |
| Total | 9,433,499 | 10.0 | 9.3 | 16.8 |
| Owned: | | | | |
| Urban | 4,598,113 | 4.2 | 5.9 | 9.4 |
| Commuter | 597,489 | 16.4 | 8.8 | 21.8 |
| Noncommuter | 789,959 | 18.2 | 9.3 | 23.6 |
| Total | 5,985,561 | 7.3 | 6.7 | 12.5 |
| Rented: | | | | |
| Urban | 2,837,945 | 9.2 | 2.7 | 19.4 |
| Commuter | 240,168 | 39.0 | 19.9 | 46.1 |
| Noncommuter | 369,825 | 41.4 | 20.5 | 48.5 |
| Total | 3,447,938 | 14.8 | 14.0 | 24.4 |
| East South Central: | | | | |
| All units: | | | | |
| Urban | 2,205,193 | 8.3 | 10.0 | 16.2 |
| Commuter | 598,617 | 23.7 | 11.9 | 29.7 |
| Noncommuter | 1,061,512 | 31.3 | 13.6 | 36.6 |
| Total | 3,865,322 | 17.0 | 11.2 | 23.9 |
| Owned: | | | | |
| Urban | 1,424,468 | 5.8 | 7.1 | 11.8 |
| Commuter | 429,644 | 18.0 | 9.0 | 23.5 |
| Noncommuter | 721,271 | 23.6 | 9.3 | 28.3 |
| Total | 2,575,383 | 12.8 | 8.0 | 18.4 |
| Rented: | | | | |
| Urban | 780,725 | 12.8 | 15.3 | 24.3 |
| Commuter | 168,973 | 38.0 | 19.7 | 45.6 |
| Noncommuter | 340,241 | 47.7 | 22.3 | 54.1 |
| Total | 1,289,939 | 25.3 | 17.3 | 34.9 |

APPENDIX TABLE 11.—PERCENT OF OCCUPIED HOUSING LACKING COMPLETE PLUMBING AND HAVING MORE THAN 1 PERSON PER ROOM, BY TENURE AND GEOGRAPHIC DIVISIONS, FOR URBAN, COMMUTER, AND NONCOMMUTER COUNTIES, 1970

| Item | Total number occupied | Percent of total occupied | | |
|---|---|---|---|---|
| | | Lack complete plumbing | More than 1 person per room | Lack complete plumbing and/or more than 1 person per room |
| West South Central: | | | | |
| All units: | | | | |
| Urban | 4,126,475 | 5.1 | 11.0 | 14.7 |
| Commuter | 480,898 | 15.0 | 12.8 | 23.8 |
| Noncommuter | 1,340,747 | 15.3 | 11.4 | 23.0 |
| Total | 5,948,120 | 8.3 | 11.3 | 17.3 |
| Owned: | | | | |
| Urban | 2,595,796 | 3.8 | 9.0 | 11.8 |
| Commuter | 348,279 | 11.9 | 10.5 | 19.7 |
| Noncommuter | 936,181 | 12.5 | 8.7 | 18.7 |
| Total | 3,880,256 | 6.6 | 9.0 | 14.2 |
| Rented: | | | | |
| Urban | 1,530,679 | 7.4 | 14.5 | 19.6 |
| Commuter | 132,619 | 23.1 | 18.9 | 34.3 |
| Noncommuter | 404,566 | 22.0 | 17.7 | 33.0 |
| Total | 2,067,864 | 11.2 | 15.4 | 23.2 |
| Mountain: | | | | |
| All units: | | | | |
| Urban | 1,851,192 | 3.0 | 9.1 | 11.4 |
| Commuter | 48,134 | 9.8 | 14.9 | 20.3 |
| Noncommuter | 618,998 | 8.8 | 13.1 | 18.8 |
| Total | 2,518,324 | 4.5 | 10.2 | 13.4 |
| Owned: | | | | |
| Urban | 1,188,556 | 1.9 | 8.2 | 9.5 |
| Commuter | 36,207 | 9.2 | 14.2 | 19.2 |
| Noncommuter | 423,680 | 8.1 | 12.1 | 17.0 |
| Total | 1,648,443 | 3.7 | 9.4 | 11.7 |
| Rented: | | | | |
| Urban | 662,636 | 4.8 | 10.7 | 14.6 |
| Commuter | 11,927 | 11.5 | 16.9 | 23.8 |
| Noncommuter | 195,318 | 10.3 | 15.4 | 22.6 |
| Total | 969,881 | 6.1 | 11.8 | 16.5 |
| Pacific: | | | | |
| All units: | | | | |
| Urban | 8,156,831 | 1.9 | 7.7 | 9.4 |
| Commuter | 84,845 | 3.3 | 8.0 | 10.6 |
| Noncommuter | 411,550 | 5.6 | 9.6 | 13.3 |
| Total | 8,653,226 | 2.1 | 7.8 | 9.6 |
| Owned: | | | | |
| Urban | 4,613,845 | .9 | 6.2 | 7.0 |
| Commuter | 58,248 | 2.8 | 6.6 | 8.7 |
| Noncommuter | 269,475 | 4.8 | 8.1 | 10.9 |
| Total | 4,941,568 | 1.1 | 6.3 | 7.2 |
| Rented: | | | | |
| Urban | 3,542,986 | 3.3 | 9.7 | 12.6 |
| Commuter | 26,597 | 4.4 | 11.0 | 14.7 |
| Noncommuter | 142,075 | 7.0 | 12.4 | 17.9 |
| Total | 3,711,658 | 3.4 | 9.8 | 12.8 |

Source: 1970 Census of Housing.

APPENDIX TABLE 12

LOCAL GOVERNMENT DIRECT GENERAL EXPENDITURES, BY GEOGRAPHIC DIVISION: 1967[1]

[In thousands of dollars]

| Geographic division and county designation | Total direct general expenditures | Function | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | Education | Health and hospitals | Police protection | Roads and highways | Fire protection | Sewer and sanitation | Welfare | All other[2] |
| New England | 3,209,820 | 1,442,441 | 103,176 | 154,397 | 219,237 | 147,437 | 137,155 | 295,606 | 710,372 |
| Urban | 3,106,108 | 1,383,854 | 102,336 | 151,852 | 203,554 | 144,557 | 134,006 | 290,125 | 695,625 |
| Commuter | 35,344 | 19,208 | 451 | 905 | 5,291 | 933 | 926 | 3,017 | 4,612 |
| Noncommuter | 68,368 | 39,379 | 389 | 1,640 | 10,392 | 1,947 | 2,223 | 2,264 | 10,135 |
| Middle Atlantic | 13,390,503 | 5,941,420 | 799,704 | 707,292 | 766,192 | 345,324 | 560,190 | 1,253,096 | 3,016,486 |
| Urban | 13,077,300 | 5,745,923 | 792,921 | 702,846 | 725,002 | 342,684 | 553,942 | 1,235,419 | 2,978,763 |
| Commuter | 271,940 | 170,657 | 6,186 | 4,094 | 35,922 | 2,273 | 5,880 | 14,952 | 31,976 |
| Noncommuter | 41,264 | 24,840 | 597 | 552 | 5,268 | 367 | 368 | 3,526 | 5,747 |
| East North-Central | 11,236,400 | 5,574,841 | 574,739 | 497,782 | 1,083,864 | 281,566 | 569,555 | 510,252 | 2,143,801 |
| Urban | 9,704,285 | 4,764,027 | 474,229 | 466,476 | 826,801 | 263,665 | 533,983 | 431,751 | 1,943,354 |
| Commuter | 710,339 | 397,272 | 46,283 | 14,143 | 103,516 | 7,499 | 19,373 | 32,944 | 89,309 |
| Noncommuter | 821,779 | 413,543 | 54,227 | 17,163 | 153,547 | 10,402 | 16,200 | 45,557 | 111,139 |
| West North Central | 4,688,035 | 2,393,726 | 214,571 | 146,275 | 529,394 | 84,086 | 195,358 | 291,118 | 832,507 |
| Urban | 2,743,059 | 1,338,672 | 117,719 | 111,348 | 230,344 | 71,214 | 160,139 | 157,835 | 555,788 |
| Commuter | 256,823 | 146,758 | 10,265 | 4,776 | 36,607 | 1,424 | 5,672 | 17,813 | 33,508 |
| Noncommuter | 1,688,155 | 908,297 | 86,588 | 30,152 | 262,452 | 11,448 | 30,538 | 115,470 | 243,212 |

| | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| South Atlantic | 7,154,633 | 3,710,094 | 484,931 | 310,774 | 451,872 | 155,152 | 333,407 | 325,955 | 1,382,450 |
| Urban | 5,934,393 | 2,926,109 | 409,150 | 277,765 | 378,799 | 146,985 | 307,753 | 264,953 | 1,222,939 |
| Commuter | 476,654 | 317,568 | 29,616 | 11,709 | 26,176 | 2,804 | 9,777 | 26,420 | 52,383 |
| Noncommuter | 743,589 | 466,419 | 46,165 | 21,360 | 46,697 | 5,362 | 15,877 | 34,582 | 107,129 |
| East South Central | 2,650,491 | 1,354,193 | 206,376 | 87,251 | 246,514 | 57,755 | 110,608 | 15,147 | 572,647 |
| Urban | 1,667,467 | 780,880 | 128,899 | 68,004 | 124,813 | 51,177 | 94,281 | 10,950 | 408,463 |
| Commuter | 340,316 | 191,099 | 27,672 | 6,865 | 45,444 | 2,191 | 6,957 | 997 | 59,091 |
| Noncommuter | 642,709 | 382,214 | 49,805 | 12,381 | 76,258 | 4,387 | 9,371 | 3,201 | 105,093 |
| West South Central | 4,333,663 | 2,384,034 | 213,119 | 168,856 | 379,409 | 99,358 | 197,928 | 15,746 | 875,213 |
| Urban | 3,112,050 | 1,633,782 | 140,263 | 134,450 | 242,572 | 89,030 | 170,906 | 11,990 | 688,958 |
| Commuter | 291,700 | 193,841 | 12,098 | 8,160 | 29,607 | 2,172 | 4,823 | 575 | 40,425 |
| Noncommuter | 929,914 | 556,412 | 60,757 | 26,246 | 107,130 | 8,157 | 22,199 | 3,182 | 145,831 |
| Mountain | 2,324,726 | 1,282,452 | 117,514 | 86,094 | 168,541 | 46,506 | 93,870 | 105,556 | 424,192 |
| Urban | 1,660,587 | 894,184 | 82,141 | 67,603 | 103,255 | 40,707 | 80,814 | 70,108 | 321,775 |
| Commuter | 38,881 | 25,201 | 347 | 856 | 3,727 | 332 | 465 | 2,683 | 5,271 |
| Noncommuter | 625,258 | 363,068 | 35,027 | 17,635 | 61,560 | 5,466 | 12,592 | 32,765 | 97,145 |
| Pacific | 9,898,342 | 4,391,089 | 552,087 | 432,587 | 646,850 | 271,196 | 307,228 | 1,113,691 | 2,177,815 |
| Urban | 9,374,543 | 4,142,079 | 516,293 | 418,053 | 579,826 | 269,720 | 295,469 | 1,079,798 | 2,078,306 |
| Commuter | 80,138 | 40,613 | 4,909 | 2,156 | 7,963 | 944 | 2,078 | 4,648 | 16,828 |
| Noncommuter | 443,662 | 208,398 | 36,885 | 12,378 | 59,061 | 5,532 | 9,682 | 29,244 | 82,481 |
| United States [1] | 58,886,453 | 28,474,208 | 3,272,208 | 2,591,303 | 4,491,856 | 1,488,379 | 2,506,296 | 3,926,958 | 12,135,249 |
| Urban | 50,379,730 | 23,609,478 | 2,763,947 | 2,398,135 | 3,415,053 | 1,414,737 | 2,331,299 | 3,553,126 | 10,893,956 |
| Commuter | 2,502,131 | 1,502,216 | 137,827 | 53,664 | 294,451 | 20,574 | 55,950 | 104,048 | 333,401 |
| Noncommuter | 6,004,675 | 3,362,558 | 370,538 | 139,507 | 782,362 | 53,069 | 119,049 | 269,790 | 907,908 |

[1] Because of rounding, some totals may not equal the sum of items listed.
[2] Parks, natural resources, housing, airports, libraries, correction, general control, etc.
[3] Contiguous States.

Source: U.S. Census of Governments.

APPENDIX TABLE 13. PER CAPITA LOCAL GOVERNMENT DIRECT GENERAL EXPENDITURES, BY GEOGRAPHIC DIVISIONS, 1967

| Geographic division and county designation | Total direct general expenditures | Function | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | Education | Health and hospitals | Police protection | Roads and highways | Fire protection | Sewer and sanitation | Welfare | All other |
| New England | $281 | $126 | $9 | $13 | $19 | $13 | $12 | $26 | $62 |
| Urban | 284 | 127 | 9 | 14 | 19 | 13 | 12 | 27 | 64 |
| Commuter | 238 | 129 | 3 | 6 | 36 | 6 | 6 | 20 | 31 |
| Noncommuter | 188 | 108 | 1 | 5 | 29 | 5 | 6 | 6 | 28 |
| Middle Atlantic | 369 | 164 | 22 | 20 | 21 | 10 | 15 | 35 | 83 |
| Urban | 372 | 163 | 23 | 20 | 21 | 10 | 16 | 35 | 85 |
| Commuter | 274 | 172 | 6 | 4 | 36 | 2 | 6 | 15 | 32 |
| Noncommuter | 454 | 273 | 7 | 6 | 58 | 4 | 4 | 39 | 63 |
| East North Central | 288 | 143 | 15 | 13 | 28 | 7 | 15 | 13 | 55 |
| Urban | 292 | 143 | 14 | 14 | 25 | 8 | 16 | 13 | 58 |
| Commuter | 244 | 136 | 16 | 5 | 36 | 3 | 7 | 11 | 31 |
| Noncommuter | 284 | 143 | 19 | 6 | 53 | 4 | 6 | 16 | 38 |
| West North Central | 292 | 149 | 13 | 9 | 33 | 5 | 12 | 18 | 52 |
| Urban | 298 | 145 | 13 | 12 | 25 | 8 | 17 | 17 | 60 |
| Commuter | 258 | 147 | 10 | 5 | 37 | 1 | 6 | 18 | 34 |
| Noncommuter | 289 | 155 | 15 | 5 | 45 | 2 | 5 | 20 | 42 |
| South Atlantic | 245 | 127 | 17 | 11 | 15 | 5 | 11 | 11 | 47 |
| Urban | 263 | 130 | 18 | 12 | 17 | 7 | 14 | 12 | 54 |

| | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| Commuter | 171 | 114 | 11 | 4 | 9 | 1 | 4 | 9 | 19 |
| Noncommuter | 190 | 119 | 12 | 5 | 12 | 1 | 4 | 9 | 27 |
| East South Central | 211 | 108 | 16 | 7 | 20 | 5 | 9 | 1 | 46 |
| Urban | 236 | 110 | 18 | 10 | 18 | 7 | 13 | 2 | 58 |
| Commuter | 175 | 98 | 14 | 4 | 23 | 1 | 4 | 1 | 30 |
| Noncommuter | 181 | 107 | 14 | 3 | 21 | 1 | 3 | 1 | 30 |
| West South Central | 233 | 128 | 11 | 9 | 20 | 5 | 11 | 1 | 47 |
| Urban | 242 | 127 | 11 | 10 | 19 | 7 | 13 | 1 | 53 |
| Commuter | 191 | 127 | 8 | 5 | 19 | 1 | 3 | 0 | 27 |
| Noncommuter | 221 | 132 | 14 | 6 | 25 | 2 | 5 | 1 | 35 |
| Mountain | 296 | 163 | 15 | 11 | 21 | 6 | 12 | 13 | 54 |
| Urban | 293 | 158 | 14 | 12 | 18 | 7 | 14 | 12 | 57 |
| Commuter | 243 | 158 | 2 | 5 | 23 | 2 | 3 | 17 | 33 |
| Noncommuter | 310 | 180 | 17 | 9 | 30 | 3 | 6 | 16 | 48 |
| Pacific | 414 | 184 | 23 | 18 | 27 | 11 | 13 | 47 | 91 |
| Urban | 415 | 184 | 23 | 19 | 26 | 12 | 13 | 48 | 92 |
| Commuter | 340 | 172 | 21 | 9 | 34 | 4 | 9 | 20 | 71 |
| Noncommuter | 397 | 187 | 33 | 11 | 53 | 5 | 9 | 26 | 74 |
| United States[1] | 302 | 146 | 17 | 13 | 23 | 8 | 13 | 20 | 62 |
| Urban | 316 | 148 | 17 | 15 | 21 | 9 | 15 | 22 | 68 |
| Commuter | 214 | 128 | 12 | 5 | 25 | 2 | 5 | 9 | 28 |
| Noncommuter | 250 | 140 | 15 | 6 | 33 | 2 | 5 | 11 | 38 |

[1] Contiguous States.
Note: Because of rounding, some totals may not equal the sum of the items listed.

Source: Calculated from data from the U.S. Census of Governments and U.S. Census of Population

APPENDIX TABLE 14.—EDUCATION EXPENDITURE AS A PERCENT OF TOTAL DIRECT EXPENDITURE, BY GEOGRAPHIC DIVISIONS, 1967

| Geographic division and county designation | Education expenditure/ total direct expenditures (percent) | Geographic division and county designation | Education expenditure/ total direct expenditures (percent) |
|---|---|---|---|
| New England | 44.9 | East south central | 51.1 |
| Urban | 44.5 | Urban | 46.8 |
| Commuter | 54.3 | Commuter | 56.2 |
| Noncommuter | 57.5 | Noncommuter | 59.5 |
| Middle Atlantic | 44.3 | West south central | 55.0 |
| Urban | 43.9 | Urban | 52.5 |
| Commuter | 62.8 | Commuter | 66.5 |
| Noncommuter | 60.2 | Noncommuter | 59.8 |
| East north central | 49.6 | Mountain | 55.2 |
| Urban | 49.1 | Urban | 53.8 |
| Commuter | 55.9 | Commuter | 64.8 |
| Noncommuter | 50.3 | Noncommuter | 58.1 |
| West north central | 51.1 | Pacific | 44.4 |
| Urban | 48.8 | Urban | 44.2 |
| Commuter | 57.1 | Commuter | 50.7 |
| Noncommuter | 53.8 | Noncommuter | 47.0 |
| South Atlantic | 51.9 | United States [1] | 48.4 |
| Urban | 49.3 | Urban | 46.9 |
| Commuter | 66.6 | Commuter | 60.0 |
| Noncommuter | 62.7 | Noncommuter | 56. |

[1] Contiguous States.

Source: Calculated from U.S. Census of Governments.

APPENDIX TABLE 15.—LOCAL GOVERNMENT GENERAL REVENUE FROM OWN SOURCES, BY GEOGRAPHIC DIVISIONS, 1967 [1]

| Geographic divisions and county designation | Total general revenue (in thousands) | Revenue per $1,000 of personal income | Geographic divisions and county designation | Total general revenue (in thousands) | Revenue per $1,000 of personal income |
|---|---|---|---|---|---|
| New England | $2,281,302 | $58 | East south central | $1,421,615 | $49 |
| Urban | 2,206,728 | 58 | Urban | 997,421 | 50 |
| Commuter | 24,040 | 59 | Commuter | 152,049 | 46 |
| Noncommuter | 50,534 | 56 | Noncommuter | 272,145 | 46 |
| Middle Atlantic | 8,870,304 | 67 | West south central | 2,536,197 | 51 |
| Urban | 8,717,731 | 67 | Urban | 1,881,091 | 50 |
| Commuter | 134,929 | 59 | Commuter | 137,037 | 49 |
| Noncommuter | 17,644 | 77 | Noncommuter | 518,070 | 57 |
| East north central | 7,446,093 | 56 | Mountain | 1,459,962 | 66 |
| Urban | 6,540,615 | 55 | Urban | 1,063,719 | 64 |
| Commuter | 454,931 | 66 | Commuter | 17,811 | 63 |
| Noncommuter | 450,549 | 65 | Noncommuter | 378,433 | 74 |
| West north central | 3,246,379 | 67 | Pacific | 6,477,758 | 74 |
| Urban | 1,898,806 | 60 | Urban | 6,146,620 | 74 |
| Commuter | 165,138 | 81 | Commuter | 51,374 | 84 |
| Noncommuter | 1,182,437 | 83 | Noncommuter | 279,764 | 85 |
| South Atlantic | 4,158,624 | 51 | United States [2] | 37,898,132 | 61 |
| Urban | 3,611,360 | 52 | Urban | 33,064,056 | 61 |
| Commuter | 208,310 | 42 | Commuter | 1,345,648 | 57 |
| Noncommuter | 338,925 | 45 | Noncommuter | 3,488,487 | 66 |

[1] Because of rounding, some totals may not equal the sum of the items listed.
[2] Contiguous States.

Source: U.S. Census of Governments and county personal income estimates of the Bureau of Economic Analysis, U.S. Department of Commerce.

APPENDIX TABLE 16.—LOCAL GOVERNMENT INTERGOVERNMENTAL REVENUE RECEIVED FROM FEDERAL AND STATE SOURCES, BY GEOGRAPHIC DIVISIONS, 1967[1]

| Geographic divisions and county designation | Total intergovernmental revenue (in thousands) | Intergovernmental revenue per capita | Intergovernmental revenue per $1,000 personal income |
|---|---|---|---|
| New England | $885,061 | $77 | $23 |
| Urban | 855,808 | 78 | 23 |
| Commuter | 10,796 | 73 | 27 |
| Noncommuter | 18,456 | 51 | 21 |
| Middle Atlantic | 4,782,640 | 132 | 36 |
| Urban | 4,624,405 | 131 | 36 |
| Commuter | 138,474 | 140 | 60 |
| Noncommuter | 19,762 | 218 | 86 |
| East north central | 3,529,113 | 90 | 27 |
| Urban | 2,924,036 | 88 | 25 |
| Commuter | 265,740 | 92 | 38 |
| Noncommuter | 339,339 | 117 | 48 |
| West north central | 1,254,161 | 78 | 26 |
| Urban | 675,024 | 73 | 22 |
| Commuter | 81,306 | 81 | 40 |
| Noncommuter | 497,831 | 85 | 35 |
| South Atlantic | 2,743,627 | 94 | 34 |
| Urban | 2,069,390 | 92 | 30 |
| Commuter | 267,335 | 96 | 54 |
| Noncommuter | 406,904 | 104 | 4 |
| East south central | 1,077,212 | 86 | 37 |
| Urban | 538,521 | 76 | 27 |
| Commuter | 185,545 | 95 | 57 |
| Noncommuter | 353,146 | 99 | 59 |
| West south central | 1,474,775 | 79 | 30 |
| Urban | 955,979 | 74 | 26 |
| Commuter | 140,261 | 92 | 51 |
| Noncommuter | 378,535 | 90 | 42 |
| Mountain | 834,114 | 107 | 38 |
| Urban | 574,062 | 102 | 35 |
| Commuter | 20,115 | 125 | 72 |
| Noncommuter | 239,938 | 119 | 47 |
| Pacific | 3,543,027 | 148 | 41 |
| Urban | 3,329,392 | 148 | 40 |
| Commuter | 35,243 | 149 | 58 |
| Noncommuter | 178,393 | 160 | 54 |
| United States[2] | 20,123,706 | 103 | 32 |
| Urban | 16,546,598 | 104 | 30 |
| Commuter | 1,144,813 | 98 | 49 |
| Noncommuter | 2,432,295 | 101 | 46 |

Because of rounding, some totals may not add to the sum of items listed.
[2] Contiguous States.

Source: Calculated from data obtained from the U.S. Census of Governments, U.S. Census of Population, and Office of Business Economics.

APPENDIX TABLE 17.—FEDERAL OUTLAYS, BY PROGRAMS, ACCRUING TO URBAN, COMMUTER, AND NONCOMMUTER COUNTIES, FISCAL YEAR, 1970

| General and specific program type: Agency | Number of programs | Federal outlays, fiscal year 1970 (millions) | Percent of U.S. total | | | |
|---|---|---|---|---|---|---|
| | | | Urban commuter counties | | | Non-commuter counties |
| | | | Urban counties | Commuter counties | Total | |
| Human resource development: | | | | | | |
| Elementary and secondary education: HEW | 14 | $2,550.5 | 77.9 | 5.1 | 83.[illegible] | 17.0 |
| Adult basic education: HEW | 1 | 49.8 | 97.9 | 0.0 | 97.9 | 2.1 |
| Education of the handicapped: HEW | 5 | 84.3 | 97.1 | .5 | 97.6 | 2.4 |
| Higher education payments and grants: HEW | 10 | 580.9 | 87.3 | 2.2 | 89.5 | 10.5 |
| Higher education loans: HEW | 3 | 304.2 | 93.0 | 1.6 | 94.6 | 5.4 |
| Research grants, fellowships: HEW, VA | 19 | 1,326.1 | 99.0 | .1 | 99.1 | .9 |
| Vocational rehabilitation: HEW | 8 | 519.6 | 72.9 | 7.2 | 80.1 | 19.9 |
| Health services: HEW, VA, OEO | 15 | 2,282.6 | 94.2 | .4 | 94.6 | 5.5 |
| Social security and other retirements: HEW, Labor, RRB | 8 | 37,239.1 | 81.2 | 5.6 | 86.8 | 13.2 |
| Welfare: HEW | 9 | 8,150.6 | 79.2 | 5.6 | 84.8 | 15.2 |
| Employment opportunities, manpower development, and training: Labor, HEW, OEO | 12 | 1,454.5 | 85.7 | 2.9 | 88.5 | 11.5 |
| Program for American Indians: Interior | 1 | 329.6 | 54.9 | 1.7 | 56.5 | 43.5 |
| Total | 105 | 54,871.8 | 81.8 | 5.0 | 86.[illegible] | 13.1 |
| Community development: | | | | | | |
| Urban renewal: HUD, OEO | 6 | 1,993.3 | 93.8 | 1.0 | 94.8 | 5.2 |
| Health service construction: HEW, VA | 5 | 320.3 | 83.3 | 2.9 | 86.2 | 13.8 |
| Development grants: OEO, HEW, Transportation, Interior | 22 | 979.6 | 90.3 | 1.3 | 91.6 | [illegible].5 |
| Development loans: USDA, HUD, SBA, Commerce | 13 | 1,737.9 | 60.8 | 9.4 | 70.2 | 29.8 |
| Housing loans: USDA, HUD, VA | 18 | 14,925.3 | 92.3 | 2.6 | 95.0 | 5.1 |
| Transportation: Transportation | 7 | 6,005.8 | 73.1 | 8.6 | 81.7 | 18.4 |
| Total | 71 | 25,959.7 | 85.5 | 4.4 | 89.8 | 10.2 |
| Agriculture and natural resources: | | | | | | |
| Direct payments and conservation: USDA | 20 | 4,718.6 | 39.2 | 10.2 | 49.4 | 50.7 |
| Loans: USDA | 13 | 3,142.0 | 24.5 | 11.0 | 35.5 | 64.5 |
| Natural resources: USDA, Interior | 18 | 1,335.0 | 49.9 | 4.2 | 54.1 | 45.9 |
| Total | 51 | 9,195.6 | 36.1 | 9.5 | 45.6 | 54.4 |
| Defense, NASA, and AEC: | | | | | | |
| Defense payroll: Defense | 4 | 23,742.0 | 94.7 | 1.3 | 96.0 | 4.0 |
| Defense contracts: Defense | 6 | 33,911.4 | 96.1 | .9 | 97.0 | 3.0 |
| Atomic Energy Commission: AEC | 3 | 2,603.9 | 87.0 | 1.7 | 88.6 | 11.4 |
| NASA: NASA | 2 | 3,681.2 | 99.1 | (1) | 99.1 | .9 |
| Total | 15 | 63,938.5 | 95.3 | 1.0 | 96.4 | 3.7 |
| Total | 242 | 153,968.1 | 85.7 | 3.5 | 89.2 | 10.8 |

[1] Less than 0.1 percent.

Source: Office of Economic Opportunity.

APPENDIX TABLE 18

PER CAPITA FEDERAL OUTLAYS, BY GENERAL PROGRAM CATEGORY, GEOGRAPHIC DIVISIONS, AND URBAN, COMMUTER, AND NONCOMMUTER COUNTIES, FISCAL YEAR 1970

[Dollars per capita]

| Geographic division and county designation | Federal outlays | | | | |
|---|---|---|---|---|---|
| | Agriculture and natural resources | Human resource development | Community development | Defense NASA and AEC | Total |
| New England: | | | | | |
| Urban counties | 4 | 284 | 94 | 340 | 722 |
| Commuter counties | 17 | 265 | 124 | 215 | 620 |
| Total | 5 | 284 | 94 | 338 | 720 |
| Noncommuter counties | 35 | 295 | 126 | 59 | 520 |
| Total | 6 | 284 | 95 | 329 | 714 |
| Middle Atlantic: | | | | | |
| Urban counties | 4 | 290 | 93 | 236 | 623 |
| Commuter counties | 20 | 276 | 52 | 42 | 390 |
| Total | 5 | 290 | 91 | 230 | 616 |
| Noncommuter counties | 10 | 342 | 66 | 12 | 430 |
| Total | 5 | 290 | 91 | 230 | 616 |
| East North-central: | | | | | |
| Urban counties | 15 | 237 | 107 | 173 | 531 |
| Commuter counties | 101 | 235 | 60 | 72 | 468 |
| Total | 21 | 237 | 103 | 165 | 526 |
| Noncommuter counties | 81 | 317 | 62 | 89 | 550 |
| Total | 26 | 242 | 100 | 160 | 528 |
| West North-central: | | | | | |
| Urban counties | 59 | 260 | 137 | 360 | 816 |
| Commuter counties | 187 | [illegible] | 73 | 39 | 567 |
| Total | 71 | 261 | 131 | 329 | 792 |
| Noncommuter counties | 371 | 328 | 99 | 70 | 869 |
| Total | 177 | 285 | 120 | 238 | 819 |
| South Atlantic: | | | | | |
| Urban counites | 16 | 249 | 146 | 517 | 928 |
| Commuter counties | 50 | 217 | 121 | 71 | 459 |
| Total | 20 | 246 | 143 | 469 | 878 |
| Noncommuter counties | 67 | 273 | 114 | 3 | 527 |
| Total | 26 | 249 | 139 | 419 | 833 |
| East South-central: | | | | | |
| Urban counties | 22 | 249 | 155 | 445 | 871 |
| Commuter counties | 73 | 233 | 122 | 29 | 458 |
| Total | 33 | 246 | 148 | 355 | 782 |
| Noncommuter counties | 123 | 300 | 99 | 44 | 566 |
| Total | 58 | 261 | 135 | 270 | 723 |
| West South-central: | | | | | |
| Urban counties | 28 | 217 | 157 | 508 | 911 |
| Commuter counties | 64 | 266 | 104 | 36 | 471 |
| Total | 32 | 222 | 151 | 459 | 864 |
| Noncommuter counties | 257 | 304 | 102 | 96 | 759 |
| Total | 81 | 240 | 141 | 380 | 842 |
| Mountain: | | | | | |
| Urban counties | 81 | 251 | 201 | 478 | 1,012 |
| Commuter counties | 90 | 258 | 169 | 186 | 703 |
| Total | 82 | 251 | 200 | 470 | 1,003 |
| Noncommuter counties | 323 | 319 | 223 | 316 | 1,180 |
| Total | 141 | 268 | 206 | 432 | 1,047 |
| Pacific: | | | | | |
| Urban counties | 21 | 293 | 174 | 535 | 1,023 |
| Commuter counties | 93 | 258 | 154 | 69 | 575 |
| Total | 21 | 293 | 173 | 530 | 1,018 |
| Noncommuter counties | 224 | 357 | 199 | 143 | 923 |
| Total | 31 | 296 | 175 | 511 | 1,013 |
| United States: | | | | | |
| Urban counties | 19 | 263 | 130 | 362 | 773 |
| Commuter counties | 78 | 242 | 95 | 58 | 474 |
| Total | 23 | 261 | 127 | 342 | 753 |
| Noncommuter counties | 212 | 310 | 114 | 98 | 734 |
| Total | 46 | 267 | 126 | 313 | 751 |

Source: Office of Economic Opportunity.

APPENDIX TABLE 19.—PER CAPITA FEDERAL OUTLAYS BY SPECIFIC PROGRAM TYPE ACCRUING TO URBAN, COMMUTER, AND NONCOMMUTER COUNTIES, FISCAL YEAR, 1970

| General and specific program type | Urban commuter | | | Non-commuter counties | Total |
|---|---|---|---|---|---|
| | Urban counties | Commuter counties | Total | | |
| Human resource development: | | | | | |
| Elementary and secondary education | 12 | 12 | 12 | 18 | 12 |
| Health services | 13 | 1 | 12 | 5 | 11 |
| Social security, other retirements, and unemployment insurance | 177 | 182 | 177 | 212 | 181 |
| Welfare | 38 | 38 | 38 | 51 | 40 |
| Employment opportunities and manpower development and training | 7 | 4 | 7 | 7 | 7 |
| Total[1] | 263 | 242 | 261 | 310 | 267 |
| Community development: | | | | | |
| Urban renewal | 8 | 2 | 8 | 3 | 7 |
| Development grants | 5 | 2 | 5 | 3 | 5 |
| Development loans | 6 | 16 | 7 | 23 | 8 |
| Housing loans | 80 | 37 | 77 | 33 | 72 |
| Transportation | 26 | 36 | 27 | 47 | 29 |
| Total[1] | 130 | 95 | 127 | 114 | 126 |
| Agriculture and natural resources: | | | | | |
| Direct payments and conservation | 10 | 44 | 13 | 102 | 23 |
| Loans | 4 | 30 | 6 | 84 | 15 |
| Natural resources | 4 | 4 | 4 | 25 | 7 |
| Total[1] | 19 | 78 | 23 | 212 | 46 |
| Defense, NASA, and AEC: | | | | | |
| Defense payrolls | 123 | 20 | 126 | 41 | 116 |
| Defense contracts | 194 | 32 | 183 | 41 | 166 |
| Atomic Energy Commission | 13 | 5 | 13 | 15 | 13 |
| National Aeronautical and Space Administration | 22 | 0 | 20 | 1 | 18 |
| Total | 362 | 58 | 341 | 98 | 313 |
| Total | 773 | 474 | 753 | 734 | 751 |

[1] May not total because of exclusion of minor programs.

Source: Office of Economic Onportunity.